

2003 0177
IGSL

PRELIMINARY
MASTER PLAN REPORT

ALAMEDA COUNTY PLANNING COMMISSION

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

JUN 9 2003

UNIVERSITY OF CALIFORNIA

1

NOVEMBER 1955



PRELIMINARY
MASTER PLAN REPORT

ALAMEDA COUNTY PLANNING COMMISSION



PRELIMINARY MASTER PLAN REPORT

ALAMEDA COUNTY PLANNING COMMISSION

COUNTY PLANNING COMMISSION

ALAMEDA COUNTY CALIFORNIA

121 - 13TH STREET - OAKLAND 12, CALIFORNIA - HIGATE 4-0844

November 16, 1955

The Board of Supervisors of Alameda County
The County Planning Commission of Alameda County
Court House
1225 Fallon Street
Oakland, California

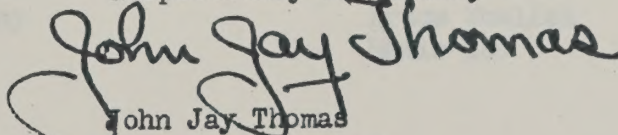
Gentlemen:

Attached is the first draft of the PRELIMINARY MASTER PLAN REPORT for Alameda County.

This report is based upon the concept that planning is a continual process and a combined effort; that responsibility for a County plan is shared by all of the citizens of the County. If the plan is to be successful it must result from full collaboration, cooperation and coordination by not only the County Board of Supervisors, the County Planning Commission and the County Planning Staff, but also by all other jurisdictions, officials and citizens in the County. The preliminary planning proposals contained in this report represent a fundamental step in the planning process and provide a means for stimulating interest, understanding and participation on the part of all elements in the combined effort necessary for the development and support of a long range, comprehensive and general master plan.

In addition to preliminary plan proposals, the report contains background material for planning in Alameda County, as well as recommended outlines for a work program leading to the preparation and adoption of a master plan for the County. It is intended that these preliminary plan proposals will be refined, expanded and made more definitive through coordinated efforts as progress is made in the master plan process, and that this will result in a statement capable of being adopted as a County-wide master plan.

Respectfully submitted,


John Jay Thomas
Planning Director

Digitized by the Internet Archive
in 2026 with funding from
State of California and California State Library

<https://archive.org/details/C124925676>

ALAMEDA COUNTY BOARD OF SUPERVISORS

Kent D. Pursel, Chairman

Francis Dunn, Jr.
Emanuel P. Razeto

Chester E. Stanley
Leland W. Sweeney

Earl S. Strathman, County Administrator

ALAMEDA COUNTY PLANNING COMMISSION

P. J. DeBernardi, Chairman

John P. Gardella, Vice-Chairman
Florence Buehler
George J. Dugan, Jr.
Martin C. Kauffman

Howard Kuder
Fred B. Mellmann
R. L. Miller
Joseph Z. Todd

Advisory Members

Francis Dunn, Jr., Board of Supervisors
Marcus S. Carlson, County Building Official
J. F. Coakley, District Attorney
Wallace B. Boggs, County Surveyor

Planning Staff

John Jay Thomas, Planning Director
Wesley P. Wiers, Senior Planner
Alan F. Grant, Zoning Administrator

George H. Allen
George W. Antis
Gladys Baron
Patricia Booth
Christine Bozzone
Mecah Crossman
Charles R. Dunann
William H. Fraley
Neal Irving

William Johannsen
Elizabeth K. Robbins
Herbert H. Sihner
Wilda Taylor
Rae A. Weber
Ruth Wilding
Lucile Wirth
Bruce Woelfel
Mamie Yee

TABLE OF CONTENTS

Letter of Transmittal

Recommendations

Introduction

BACKGROUND FOR PLANNING

- A. The Master Plan Concept and the Preliminary Plan
- B. History of the Alameda County Planning Commission
- C. Description of Alameda County

PRELIMINARY PLAN FOR ALAMEDA COUNTY

- D. Preliminary Plan General Policies
- E. Preliminary Plan Features

THE FUTURE: PROGRAMS FOR PLANNING

- F. Proposed Work Program Outline for Preparation and Adoption of a Master Plan
- G. Proposed Research Program Outline

APPENDIXES

LIST OF PLATES

Urban Pattern in the San Francisco Bay Area 1955	C-1
Generalized Land Slope Pattern in Alameda County	C-2
Generalized Land Use in Alameda County 1955	C-15
Preliminary Land Use Plan Alameda County	E-4
Preliminary Transportation Plan Alameda County	E-4
Eden Township A Preliminary Plan	E-7
Washington Township A Preliminary Plan	E-8
Livermore-Amador Valley A Preliminary Plan	E-9
Beach and Shoreline Section of the Recreation Plan	E-10
A Community Preliminary Plan	E-11

Photography Credit:

Appreciation is extended to R. L. Copeland for permission to reproduce all photographic material used in this report.

RECOMMENDATIONS

1. That the County Planning Commission and the Board of Supervisors of Alameda County consider and endorse in principle the preliminary plan proposals contained in this report as an official policy statement to aid public and private decisions on physical development during the interim period of master plan preparation and adoption.
2. That during the process of master plan preparation the County Planning Commission in collaboration with the Planning Commissions of the several cities in the County further consider these preliminary plan proposals and possible alternatives and encourage their consideration by the Board of Supervisors, other public officials, and by the public through citizen groups and organizations.
3. That the Planning Commission consider and endorse the programs outlined in this report for the preparation and adoption of the master plan for Alameda County. The program outlines will provide the Commissions, Staffs, and others with common understanding of the general steps or procedures to be followed in the preparation and adoption of the master plan.
4. That the Planning Commission and the Board of Supervisors enter into negotiations for obtaining necessary population and economic data by contract with a research consultant who will work with the Planning Staff to provide more valid information as a basis for forecasts on long range needs.
5. That every effort be made to assure that adequate time and adequate facilities are available to permit a continuing program for the basic function of preparing and maintaining the master plan for Alameda County. Existing facilities, including office space, are inadequate and not only hinder staff work but make it difficult to recruit and retain personnel.



INTRODUCTION

INTRODUCTION

Planning

Planning is the process of defining goals and then determining means for their achievement.

County Planning

The process involved when an individual makes and carries out a plan is relatively simple. The process becomes more complex with the more individuals that are involved in and affected by a plan. Defining common goals and determining acceptable means for the realization of group objectives is an intricate undertaking.

County planning concerns not only many individuals and groups but a multiplicity of governmental jurisdictions. The development and maintenance of a county-wide plan require the use of skill, techniques and experience in defining common objectives and means for their achievement so that our full resources can be utilized.

The County Planning Commission is considered to have three related functions:

1. It is the agency responsible for developing and administering plans for the unincorporated part of the County.
2. It must work with other jurisdictions in coordinating plans for unincorporated and incorporated areas to produce a County-wide master plan.
3. As one of the nine county planning agencies in the Bay Area it must relate local plans to those of adjacent counties and to the Bay Area as a whole.

The County Plan

The overall goal sought for Alameda County is a diversified but orderly physical environment that will most suitably meet the future needs and desires of the citizens of the County. This includes such attributes as pleasant neighborhoods with convenient schools and shopping centers, prosperous communities with space for economic activities that offer sufficient and diverse opportunities for employment, a variety of recreation facilities, patterns of urban development that will inspire community pride and participation in cultural and civic affairs, efficient and safe transportation, and many other factors required of our physical environment for living a full life. The fundamental document for setting down the goals and the general means for their achievement is the long range, comprehensive and general master plan for physical conservation and development of the County. When prepared, officially adopted, and maintained the master plan provides an advisory document for guiding growth that can be referred to by public officials and citizens alike. And because of constant change in our social and economic structure and activities and the individuals concerned, the master plan must be periodically reviewed and revised so that it reflects current trends while maintaining long range goals.

Planning for Alameda County

Alameda County as a political, physical, social and economic unit is the sum total of its cities and its unincorporated areas. Within the county there are eleven cities and approximately 85 special districts. Each is in a varying degree autonomous and is currently undertaking its own planning program. The problem is not so much the lack of planning in Alameda County as the lack of its coordination. County government provides the only planning agency that is County-wide in its jurisdiction and affords the means for overall coordination within the governmental complex.

The premise of this report is that a master plan for Alameda County must be developed from collaborative and coordinated efforts of the cities and the County toward the attainment of a common goal, the best living environment possible for all of Alameda County. This report is intended to provide a nucleus from which a master plan can emerge that will represent a combined city-county effort. Such a plan will be a composite of integrated planning and plans for both the unincorporated areas and for the cities in the County.

Purposes of the Report

This report is intended to fulfill the following purposes:

1. To provide a document which will give the Planning Commission, the Board of Supervisors, other public officials, representative citizen groups, and individual citizens the opportunity to consider preliminary plan proposals for Alameda County.
2. To provide a document which, upon continued study, improvement, and expansion, will be capable of adoption as a County-wide master plan.
3. To review the current legislation pertaining to county planning and the master plan.
4. To describe briefly the area being planned: the physical setting of Alameda County, and trends in its physical, social and economic growth and development.
5. To review the process involved in master plan preparation and adoption, and the function of preliminary plans in this process.
6. To propose outlines for programs leading to the preparation and adoption of a master plan for Alameda County.



BACKGROUND FOR PLANNING

During the 1950s and 1960s, Title 9 of the Government Code authorized the county planning commission or planning department and city planning commission to adopt a general plan. In addition, provision is made

THE MASTER PLAN CONCEPT AND THE PRELIMINARY PLAN

Authority and Responsibility for the Master Plan

A master plan is an advisory document containing long range, comprehensive and general proposals for guiding the physical conservation and development of an area into the best possible environment for all the activities of daily living. It establishes official policy on how various areas, such as those for residence, commerce, industry, parks, and agriculture, should be related to each other and to streets and highways and other necessary facilities.

A county planning commission has as its basic and fundamental purpose the preparation and adoption of a master plan which is intended to facilitate the work of the board of supervisors and to guide its own work and other public and private endeavors dealing with physical conservation and development. Responsibility for the preparation, adoption, and the carrying out of a master plan is shared by the legislative bodies, planning commissions and their staffs, other public officials in the city and county governments, and by the people of the county.

Perhaps because the problems connected with rapid population increases and urban development have long been apparent here, California was one of the first states to enact legislation enabling cities and counties to establish planning commissions and planning programs. Current State planning legislation has evolved from the 1929 Planning Act, amended most recently during the 1955 session of the State Legislature. Title 7 of the Government Code requires each county planning commission or planning department to prepare and each planning commission to adopt a master or general plan. In addition, provision is made

for adoption of the plan by the board of supervisors. The State legislation also authorizes the establishment of a planning staff. In conjunction with the master plan program, the staff performs professional and administrative functions in plan preparation and plan effectuation.

Authority and responsibility for the master plan program are set forth in the following section of Chapter 3 of Title 7 of the Government Code:

"65460. Each commission or planning department shall prepare and the commission shall adopt a comprehensive, long-term general plan for the physical development of the city, county, area, or region, and of any land outside its boundaries which in the commission's judgment bears relation to its planning. The plan may be referred to as the master or general plan and shall be officially certified as the master or general plan upon its adoption by the planning commission and the legislative body."

The commission must hold at least two public hearings before adopting the master plan and adoption must be by resolution carrying affirmative votes of not less than two-thirds of total voting members. The commission may amend the plan in the manner it was adopted when changed conditions or further studies require such action.

In the county, final responsibility for the master plan rests with the board of supervisors. The board is required to hold at least one public hearing in addition to those held by the planning commission before adopting the master plan or an amendment to it. The legislative body is given authority to amend or add to the plan after referring proposed changes to the planning commission for a report. Section 65515 requires that "The master or general plan or any part, amendment, or addition thereto shall be endorsed to show that it has been adopted by the legislative body."

Citizens of the county are directly and indirectly responsible for carrying out the master plan through their private building activities and through the programs of their elected representatives in government. Citizens, public and private groups, and officials are more likely to support the master plan actively if they understand the reasoning behind it and if they are given the opportunity to participate in its formulation.

Administration of the Master Plan

Major responsibilities of the commission and other county officials in administering the master plan are set forth in the following sections of the Government Code:

- " 65540. After the county...legislative body has adopted all or part of a master or general plan for the...county... the planning commission or the planning department shall investigate and make recommendations to the legislative body upon reasonable and practical means for putting into effect the master or general plan or part, in order that it will serve as a pattern and guide for the orderly physical growth and development of the...county... and as a basis for the efficient expenditure of funds relating to the subjects of the master or general plan. The measures recommended may include plans, regulations, financial reports, and capital budgets.
- " 65542. Each planning commission or planning department shall endeavor to promote public interest in and understanding of the master or general plan, and regulations relating to it.
- " 65543. Each planning commission or planning department shall consult and advise with public officials and agencies, public utility companies, civic, educational, professional and other organizations and citizens generally with relation to carrying out of the master or general plan.
- "65549. At least three months before the end of each fiscal year each county... officer, department, board, or commission, and each governmental body, commission, board whose jurisdiction lies entirely within the county...whose functions include recommending, preparing plans for, or constructing, major public works, shall submit to the respective county...planning commission or planning department a list of the proposed public works recommended for planning, initiation or construction during the ensuing year.

" 65550. The county... planning commission or planning department shall list and classify all such recommendations and shall prepare a coordinated program of proposed public works for the ensuing fiscal year. The commission shall recommend the program to the chief executive officer or to the legislative body of the county... and to other bodies, officers, departments, boards or commissions which have jurisdiction over the recommending, planning, or constructing of public works.

"65551. Whenever a county... planning commission and a county... legislative body has adopted a master or general plan for the ...county..., no street, square, park, or other public ground or open space shall be acquired by dedication or otherwise, no street shall be disposed of, closed, or abandoned, and no public building or structure shall be constructed or authorized in the area to which the master or general plan applies, until its location, purpose, and extent have been submitted to and reported upon by the planning commission having jurisdiction.

"65552. If the authorization, acquisition, financing, or acceptance of such street, square, park or other public ground or open space, or the construction or authorization of such public building or structure, is vested by law or charter in some governmental body, commission, or board other than the legislative body, such body, commission, or board shall first submit to the planning commission having jurisdiction, the location, purpose and extent of the proposed public improvement for report.

"65553. The planning commission shall report its findings to the legislative body or to such other governmental body, commissions or board as to whether any such public improvement conforms to the adopted master or general plan."

It is the intent of the State legislation that all zoning, subdivision, and other regulations dealing with the county's physical development be properly related to the proposals contained in the master plan. The master plan therefore becomes the basic document for guiding other planning commission activities and decisions of the board of supervisors and other public and private matters related to the conservation and physical development of the county.

The Relationship Between Zoning and the Master Plan

The zoning ordinance provides one of the most important means for putting the master plan into effect. In describing the proper role of zoning in the planning function, the United States Chamber of Commerce bulletin, Zoning and Civic Development, states the following:

"There has been considerable confusion about the interrelationships of zoning, land-use planning, and what is popularly called 'master planning.' Zoning is essentially a legal tool and an administrative method of putting into current effect certain features of a comprehensive plan. The comprehensive or so-called 'master' plan is a guide which suggests how the various existing and proposed physical features such as highways, parks, institutions, residence, commerce, and industry should be related to each other. All of these elements, directly or indirectly, involve the existing and prospective use of land in its broadest sense. Thus the future land-use plan (not to be confused with the zoning map) forms the basic and most important single part of a master plan.

"The future land-use plan is essentially a statement of objectives for the guidance of municipal officials and the public at large in making decisions for the future development and redevelopment of the community. The zoning map is the tool by which some of these objectives may be realized progressively through the regulatory operation of the police power. Obviously neither the future land-use plan nor the zoning map will have much validity or constructive value unless both are based upon an adequate survey and an intelligent appraisal of the present and prospective uses of land and of the underlying reasons that determine their character, extent and distribution."

In a recent publication of the Assembly Interim Committee on Conservation, Planning and Public Works of the State of California, Planning for Growth, prepared with the assistance of professional planners, the following statement applies to counties as well as to cities:

"It is now well recognized that zoning can neither be completely comprehensive nor permanently effective unless undertaken as part of a comprehensive city plan. If not so undertaken, the zoning ordinance becomes only an instrument of expediency, subject to constant and whimsical change. This leads to instability, uncertainty and ineffectiveness. Comprehensive zoning must be an honest effort to control the growth of a city as an entity and in an orderly and intelligent manner."

Basic Elements of the Master Plan

During the 1955 session of the State Legislature, the Government Code was amended to provide a more precise definition of the basic contents of the master or general plan. The legislation now describes a basic set of "elements" which must be included in the plan. These are defined in Section 65462 of the Government Code as follows:

" 65462. The master or general plan shall consist of a map and a statement describing it and a statement covering objectives, principles, and standards used to develop it; and shall include all of the following elements:

"(a) A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, recreation, public buildings and grounds, and other categories of public and private uses of land.

"(b) A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utility and facilities, all correlated with the land use element of the plan.

"(c) A statement of the standards of population density and building intensity recommended for the various districts and other territorial units, and estimates of future population growth, in the territory covered by the plan, all correlated with the land use element of the plan.

"(d) Supporting maps, diagrams, charts, descriptive material and reports."

The Government Code lists other elements that may be included in the master plan when appropriate: conservation, recreation, circulation, transportation, transit, public services and facilities, public buildings, community design, housing, redevelopment and any other elements relating to physical development of the county.

Purposes and Characteristics of the Master Plan

The master plan provides:

An official policy statement to guide the physical conservation and development of the county.

A logical basis for zoning, subdivision design, public improvement plans, and other policies and proposals prepared by the county and other governments that deal with physical conservation and development of the county.

A means for private organizations and individuals to relate their projects and policies to county planning policies.

A way of integrating all aspects of physical conservation and development within the county.

A means of relating plans for the unincorporated areas to plans of cities within the county, and the overall county plan to plans of adjacent counties and the metropolitan region.

The master plan is essentially an official statement of policies for guiding physical conservation and development of the county. According to the Government Code these policies must be contained in both text and graphic form. The purpose of the master plan is to provide forethought for the efficient development of the area with which it deals by establishing long range, comprehensive and general goals for a period of twenty to thirty years. It guides the legislative body, the planning commission and other public and private agencies and individuals who must develop detailed plans and make decisions regarding urban or rural development.

The master plan is long range: it is not based on idle dreams, but on studies of potentials and projections of trends in population growth, economic development, and ways of living. Some of its proposals may seem unrealistic and unnecessary, until it is recalled what has taken place during the past thirty years. During this period the Bay Area has seen an increase in population of almost two million people;

thousands of acres subdivided; construction of two of the world's greatest bridges, a number of freeways and tunnels; and development of regional, county, and state park systems. And already much of these facilities are inadequate for today's population. Present trends such as those indicating higher birth-rates, greater mobility in population, more leisure time, and higher standards of living should be considered in making plans that anticipate long range needs. It would be desirable to base plans on even more distant goals, but the unpredictable events that may occur during longer periods make this impracticable. Instead, the master plan is subject to periodic review and revision so that it will always express 20-to-30-year goals and it will also reflect recent conditions and projections of current trends.

A master plan is comprehensive in two respects: it covers the entire area for which the planning agency has jurisdiction, and it includes all major aspects of physical development. The broad objectives, and the principles and standards set forth in the plan provide for an orderly, efficient, and integrated pattern of streets and highways, public utilities and facilities, and the uses of land--such as residential, business and commercial, industrial and agricultural--that will produce a physical environment for the efficient functioning of the continually changing social and economic activities associated with our urban and rural ways of living. Through a comprehensive approach to planning, in terms of both total planning area and all aspects of physical development, there can be some logical attempt to provide optimum facilities for meeting future needs. In defining the master or general plan, the Government Code states that the land use element of the master plan will provide the basic framework, and that other elements of the plan should be integrated within this framework.

A master plan is general. It is not intended to establish precise boundaries of land use areas, future shopping centers, school sites, and other proposed development. Its function is to guide growth toward the long range basic goals. It establishes the framework required to assure that more detailed decisions, such as those concerned with the exact size and location of school and recreation facilities, can be based upon proper and logical relationships to the broader scene. Such a framework may be used for determining location and size of all types of physical development: local streets, flood control projects, public utility systems, public transit facilities, shopping centers, industrial plants, etc.

The Need for Coordinating Master Plans

Sections 65476 and 65477 of the Government Code recognize the necessity for coordinating master plans among contiguous jurisdictions.

"65476. Whenever a city planning commission has adopted a master or general plan or any major section or unit covering any land outside the boundaries of the city, which in the judgment of the commission bears relation to its planning, such plan, section or unit shall be certified to the planning commission of every county or city, the land of which is included in the plan.

" 65477. Whenever a county planning commission has adopted a master or general plan or any major section or unit covering any land adjoining or within a city such plan, section or unit shall be certified to the planning commission of such city or cities."

State legislation does not stipulate that the county master plan deal only with unincorporated areas. It would be unrealistic and illogical to prepare a plan for a county that does not include the planning of the central urban areas, and that does not take into consideration the social, economic and physical relationships that exist throughout the county and overlap adjacent counties. The availability of land, demands for land, and the movement of people and goods are not defined by jurisdictional boundary lines but are metropolitan-wide in scope.

Since the county is the only major form of government between city and state levels, and since it receives revenue from both the incorporated and unincorporated areas within its boundaries, its planning agency would seem to have a clear responsibility of integrating the plans of incorporated areas into a county-wide master plan. It also has a responsibility with respect to its border areas to coordinate its plans with those of adjacent counties.

The county planning commission should not usurp municipal powers and responsibilities. To the contrary, it should stimulate and encourage municipalities to adopt and make effective their own master plans, and it should assist them by assembling such plans for the entire county so that it can be determined where proper integration is lacking and needed.

Planning activity in Alameda County involves numerous governmental units and consideration of diverse areas. Within the county there are 11 incorporated cities, approximately 85 special districts and many unincorporated urban areas, together with sparsely settled rural areas, crop lands and extensive hill lands devoted to grazing. Outside the county is an extended governmental pattern made up of the 9 counties and the many cities of the metropolitan Bay Area. The County Planning Commission, in the performance of its work within this group of governmental units and urban and rural areas, has three related functions:

To develop and administer plans for the unincorporated part of the county.

To coordinate the plans of cities and the plans for unincorporated areas within the county in producing a county master plan, giving particular attention to those elements which are county-wide in their scope and implication.

As one of nine county planning agencies of the Bay Area, to relate local plans to those of adjacent counties and to the Bay Area.

Major Steps in the Planning Process

A master plan, if it is to be correctly based upon facts, valid assumptions, and consideration of alternatives, will be two to three years in preparation and adoption. The master plan process includes the following major steps:

1. DETERMINATION OF GOALS AND THE RELATED POLICIES FOR REACHING THEM, which must be based partly on the needs and desires of the people now living in the area, and and partly on assumptions and forecasts concerning the future population and economic activities.
2. DEFINING THE TYPES AND THE OBJECTIVES OF STUDIES THAT NEED TO BE MADE. This will involve a survey of existing information, and the development of studies producing new data. Studies need to be made on causes of growth in the county, physical characteristics, trends in the use of land, future needs, and potentials for desirable development.

3. GATHERING NECESSARY FACTS AND INFORMATION.
4. ANALYSIS OF FACTS: determination of future trends and implications concerning future needs. Re-definition of goals and planning policies.
5. COORDINATION OF POLICIES AND PLANS FOR THE CITIES AND FOR THE UNINCORPORATED AREAS by the County Planning Commission and the planning commissions of the cities.
6. PREPARATION OF THE PLAN through applying principles and standards for physical development to the given conditions and trends, and through coordination of all major elements in the physical plan.
7. CONTINUED STUDY AND EVALUATION OF PROPOSALS BY THE PUBLIC, which may produce suggestions leading to valid changes.
8. ADOPTION BY THE PLANNING COMMISSION AND BOARD OF SUPERVISORS after holding public hearings.
9. REALIZATION OF THE MASTER PLAN through continued public understanding and support; through appropriate public works, such as highways, public buildings; and through legislation, which includes the zoning and subdivision ordinances, official right of way and building setback lines, and health, sanitation and building codes.
10. PERIODIC REVIEW AND REVISION of the plan in the light of changing conditions.

The Need For a Preliminary Plan in the Planning Process

The master plan is not a set of legal mandates. Its proposals are achieved through public understanding and support as well as through zoning, subdivision and other regulations, and public works planning.

Once it is an official document the master plan still has no direct legal bearing on physical conservation and development. Rather, its effectiveness depends upon citizen as well as official understanding and support. It is therefore important in county planning during the preparation of the plan that working relationships exist between the planning commission, its professional staff, the board of supervisors, other departments of both county and city governments, and the citizens. The master plan will be effective to the degree that it continues to:

1. Reflect needs and desires of the people.
2. Interpret realistically the existing conditions, trends, and the economic and social pressures for expansion.
3. Inspire approval and cooperation among the people so that they will build in conformity with the objectives it sets forth.

If the master plan is to be understood and supported by the public it is necessary that the various elements of the public participate in the planning process beginning in the early stages. Citizens are more likely to support a plan they are interested in and understand through having participated in meetings concerned with its formulation.

Recent programs for the preparation and adoption of master plans provide for the preparation and publication of interim or preliminary plans which can stimulate public review and discussion. Such plans may be prepared prior to or following the research and analysis stages. In the first instance they are referred to often as interim plans, and they would represent the staff's and commission's current best thinking. In the second instance they would have the benefit of the findings from an intensified research program and would represent the final, adopted plan except for modifications brought about through public discussion and suggestions.

It is believed that Alameda County could benefit from the publication of a preliminary master plan at this time and again, following the research and analysis phases of the planning process. In this way, the public can be more fully aware of the master plan effort and can participate during the formative stages.

Purposes of the Preliminary Plan

The preliminary plan serves several purposes other than that of providing a basis for public discussion and understanding of the long range planning program. Its function also include the following:

1. It summarizes the current status of the County planning program.
2. It identifies the basic issues, the decisions required and the alternatives offered.

3. It crystalizes the best current thinking of the Planning Staff and Planning Commission.
4. It serves as a statement of planning policy during the interim period until more thorough studies can be made and a master plan adopted by the Planning Commission and the Board of Supervisors.
5. It serves as a basis for making decisions during the interim period regarding rezoning, use permits, other ordinance amendments, and referrals to the Commission on development proposals.
6. It serves as a basic framework for the master plan, to be shaped and refined according to factual studies and public reaction.

Characteristics of the Preliminary Plan

As compared to characteristics to be sought in the master plan the preliminary plan differs in certain ways:

1. It is more general in nature. IT DOES NOT HAVE THE COMPLETE FACTUAL BASES AND ANALYSES required for the master plan. It recognizes problems but does not necessarily answer them fully. It is intended to deal with only the broadest of policies concerning major areas of land use, the most important element of the master plan, and major highway routes. One of its purposes is to promote discussion and decisions regarding possible alternatives to the broad policies presented.
2. It is less comprehensive in that IT DOES NOT DEAL WITH ALL OF THE ASPECTS OF PHYSICAL DEVELOPMENT that should eventually be represented in the master plan. It is based on the premise that the land use element is the fundamental element, other aspects being shaped by this to a greater extent than they will modify it. In certain areas it is not as detailed as in others. The Livermore-Amador Valley has not been as well defined as other unincorporated portions of the County since pressures for development in this area have not been as great as in the Bay plain areas.
3. It is long range, but DOES NOT SET A GOAL OF A SPECIFIC FUTURE PERIOD due to the current lack of adequate forecasts concerning the population and future needs for business, commerce and industry.

4. Its content includes a PRELIMINARY STATEMENT ON OBJECTIVES, ASSUMPTIONS, AND PRINCIPLES, AND LAND USE AND TRANSPORTATION PLANS. It is proposed that these policies be used to shape the master plan, with modifications and refinements made in them according to the results from research, study and review.
5. ITS INITIAL BASES CONSIST OF CURRENTLY AVAILABLE INFORMATION, observed trends, generally accepted planning concepts, AND PRESENT KNOWLEDGE of community desires gained through past expressions of the public to the planning commission.
6. As additional data become available and more definitive decisions are reached, IT IS CAPABLE OF BEING AMENDED, REFINED AND SHAPED in an evolutionary process that will result in the achievement of a fully stated proposed master plan.

HISTORY OF THE ALAMEDA COUNTY PLANNING COMMISSION

The Planning Commission

In 1929 the State Legislature passed the Planning and Conservation Law which required each county to set up a planning commission. The Alameda County Planning Commission, called for a short time the Regional Planning Commission of Alameda County, was established that year and held its first meeting on April 9, 1930. At the outset the Commission consisted of six citizen members appointed by the Board of Supervisors, and three ex-officio members who were public officials.

The year 1935 saw the appointment of a professional planning advisor. The annual report for 1940 states that the Commission with the assistance of a consultant and staff and "with a very modest application of funds (\$4,449.57) has carried on the activities deemed necessary to make a proper approach to thorough planning." Work had begun on several studies for a master plan and some maps had been completed. Ready for Planning Commission hearings and adoption were zoning plans for part of Eden Township and preliminary plans for a new subdivision regulation ordinance that would result in improved subdivision design. That year six subdivisions were considered and approved.

A master plan for the County in the form of a future land use map was adopted by the Board of Supervisors in 1945. An Airport Plan and Beach and Shoreline Plan were subsequently adopted and became a part of the master plan in 1946. Also completed and adopted in 1946 were a zoning ordinance and a building code for Alameda County.

The war and postwar years have witnessed a large influx of people into Alameda County that has been reflected in the complexity of problems and workload of the Commission. The number of subdivision matters handled by the Commission and Staff has continued to grow. During the year 1954-1955, 109 tentative maps, consisting of approximately 7600 lots

and totaling 1475 acres, were processed. The administration of the subdivision ordinance has been marked by increasingly complex problems. The volume of zoning administration matters handled by the Planning Commission has risen also. During recent years precise zoning throughout the unincorporated areas has progressed.

The number of citizen members on the Planning Commission has gone up from the original six until today there are nine members. With the appointment of a director in 1946, there has been a gradual increase in Staff. The expanding workload required more meetings of the Commission. Thus in the decade 1930 to 1940 one meeting a month proved sufficient, but by 1950 meetings were being held three times a month and today the Commission meets at least six times a month.

Even an expanded schedule left little time for the study of broad problems and the formulation of long range plans and developmental policies. With all the changes taking place throughout the County and the indication of trends for the future, the 1945 land use plan became obsolete.

Recent Planning Activities

The recent annual reports of the Alameda County Planning Commission indicated the growing awareness of our need for a master plan program. The 1951-1952 Annual Report described the planning process. The 1952-1953 Report was a comprehensive review of the planning agencies and activities in Alameda County and the Bay Area, seeking to identify opportunities for a coordinative, county-wide planning program. During the last several years, despite the handicaps of workload on routine matters, some progress toward long range planning has been made. The Revised Beach and Shoreline Section of the Recreation Plan, was adopted in 1954. Before extensive comprehensive zoning was undertaken, the Planning Staff prepared preliminary land use plans for communities in Washington Township, and for Eden Township and the Livermore-Amador Valley. The Eden Township plan was developed in conjunction with the masterplan for the Hayward area as a cooperative effort by the city of Hayward and the County Planning commissions and staffs. Preliminary plans for communities in Washington Township and in the Livermore-Amador Valley were developed in conjunction with local meetings at which local officials and representatives of the County Planning Commission and Staff discussed planning proposals with residents of the area.

Public awareness and concern for planning has been growing. Within the past year two citizen groups have made positive contributions of public expression on comprehensive planning issues. The Land Development Committee of Alameda County prepared and published a report on The Future Development of Eden and Washington Townships, while the Washington Township Citizen Study Group prepared, adopted and submitted to the County a Report of Planning Policy.

In January, 1955, the Alameda County Board of Supervisors and the County Planning Commission announced their intentions of preparing a County Master Plan.

Monthly Planning Commission meetings scheduled as work sessions have covered discussions of the authority, function and purpose of planning, the role of the planning function in county government, and planning policies proposed to guide the decisions required for a master plan. The Planning Commission undertook study of preliminary plans for Washington Township to gain the experience of reviewing the full scope of the planning process. They started with this pilot study since it covered the portion of the County most in need of early decisions and offered the greatest opportunity for advance planning in a relatively undeveloped area.

Following Commission review of the plan and its underlying policies, the Staff proposed and the Commission agreed in August of 1955 to the preparation and publication of the Preliminary Master Plan Report for the information not only of the Planning Commission but of the Board of Supervisors and the general public as well.

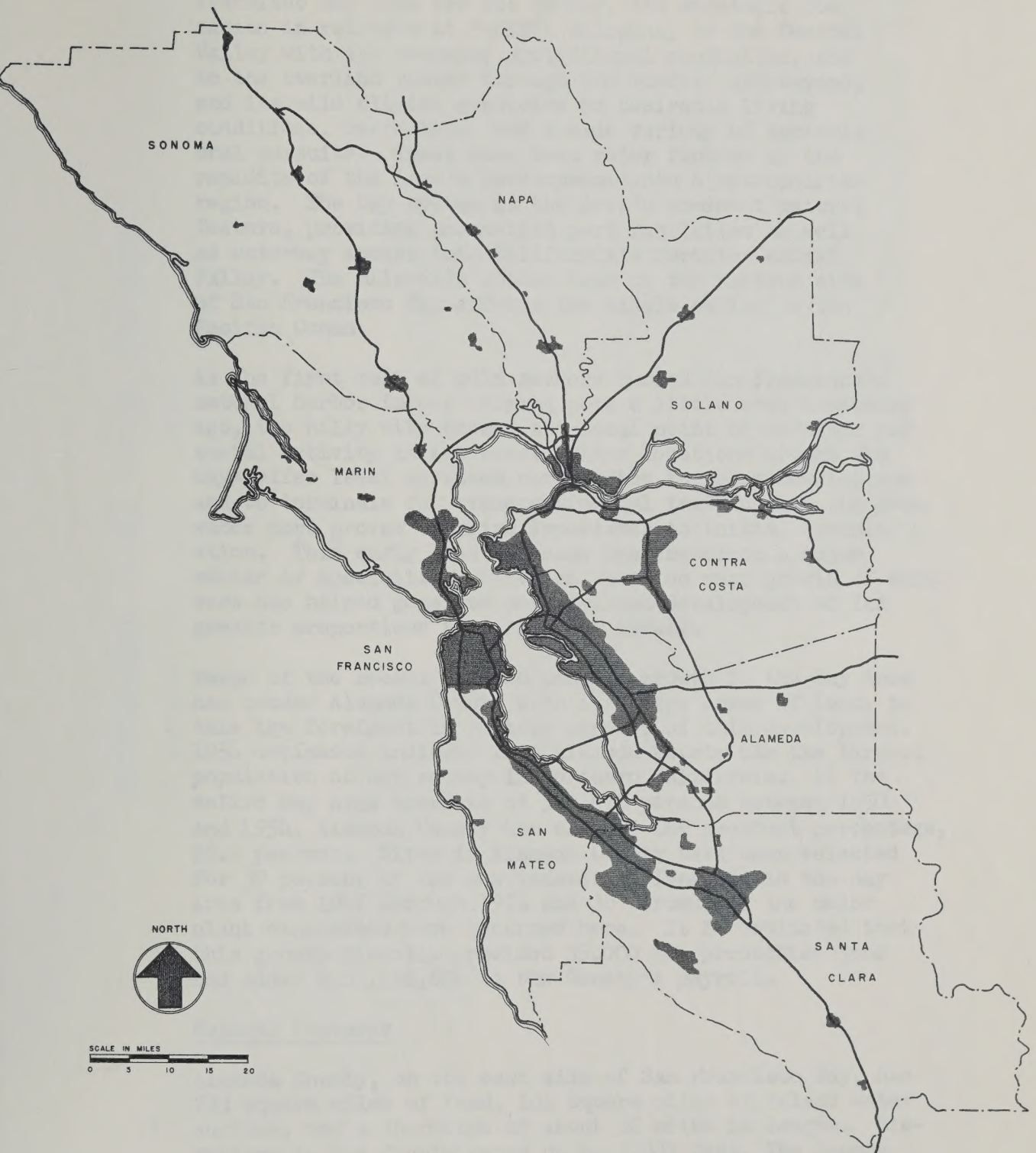
DESCRIPTION OF ALAMEDA COUNTY

Relationship to Bay Area and to Northern California

Alameda County is one of nine northern California counties encircling San Francisco Bay and its two smaller appendages, San Pablo and Suisun Bays. Together, the counties have developed into a distinctive metropolitan region. Historic background, cultural ties and geographic location link Alameda County to the neighboring counties of Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma. Oakland and San Francisco form a double core to the metropolitan region. It is to be expected that the future of Alameda County, like its past, will be unalterably tied to the destiny of the overall metropolitan unit.

The nine-county Bay Area covers a land area of 7,452 square miles. The bays have a surface of 513 square miles and a 200-mile shoreline. On the east side of San Francisco Bay where Alameda County is situated, there is a long, level strip of land paralleling the bay shore and backed by a series of longitudinal hills. Similar topography is reflected on the west side of the Bay. Both strips widen to the south and converge at the southern tip of the Bay to form the rich, agricultural Santa Clara Valley.

At the northern end of the bay system smaller agricultural valleys flanked by series of hills and mountains extend into Sonoma, Napa and Solano Counties. Eastward beyond Suisun Bay in Solano and Contra Costa Counties lies a delta region formed by the junction of the San Joaquin and Sacramento Rivers which flow from the south and from the north through California's Central Valley, some four hundred miles in length.



URBAN PATTERN IN THE SAN FRANCISCO BAY AREA

1955

Undoubtedly the greatest natural resources of the San Francisco Bay Area are its harbor, its strategic location in relation to Pacific shipping, to the Central Valley with its enormous agricultural production, and to the overland routes through the Sierra and beyond, and its mild climate conducive to desirable living conditions, recreation and a wide variety of agricultural pursuits. These have been major factors in the rapidity of the Area's development into a metropolitan region. The bay system is the Area's dominant natural feature, providing unexcelled port facilities as well as waterway access into California's fertile Central Valley. The mile-wide Golden Gate on the western side of San Francisco Bay affords the single outlet to the Pacific Ocean.

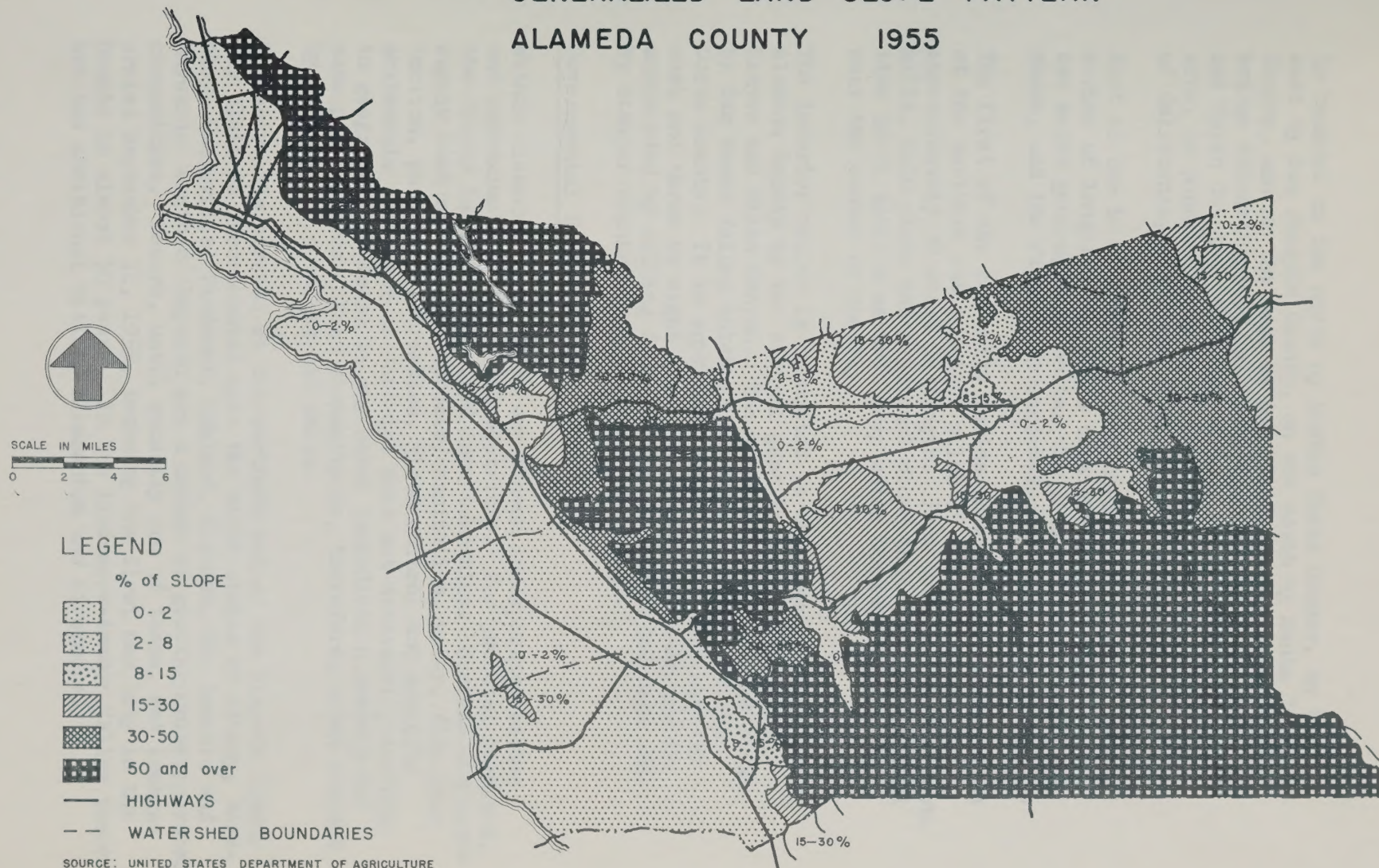
As the first rush of gold seekers turned San Francisco's natural harbor into a booming port a little over a century ago, the hilly city became the focal point of economic and social activity in the West. Other locations around the bays offer level expanses more suited to urban development and to terminals for transcontinental traffic, but the deep water port proved of prime importance to initial urbanization. This early lead has made San Francisco a major center of specialized activities, but the very growth of this core has helped generate metropolitan development of far greater proportions than the city itself.

Tempo of the recent war and postwar growth in the Bay Area has caused Alameda County with its large areas of land, to take the forefront in various aspects of this development. 1954 estimates indicate that Alameda County has the largest population of any county in Northern California. Of the entire Bay Area increase of 370,678 persons between 1950 and 1954, Alameda County has claimed the greatest percentage, 26.6 percent. Sites in Alameda County have been selected for 39 percent of the new industries locating in the Bay Area from 1947 through 1954 and 38 percent of the major plant expansions have occurred here. It is estimated that this growth directly provided 35,000 new production jobs and added \$103,136,600 to the County's payroll.

Natural Features

Alameda County, on the east side of San Francisco Bay, has 733 square miles of land, 101 square miles of inland water surface, and a shoreline of about 32 miles in length. Elevations in the County range up to 3,807 feet. The County

GENERALIZED LAND SLOPE PATTERN ALAMEDA COUNTY 1955



is bounded on the north by Contra Costa County, on the east by San Joaquin County, on the south by Santa Clara County, and on the west by San Francisco Bay with major bridge connections to San Mateo County, San Francisco and Marin County. Although Alameda ranks 47th in land area, in population it is second among all the counties of California, and first in Northern California.

East of the level strip of land bordering the Bay lies a series of longitudinal hills that divide the County into two major geographical units: the alluvial strip along the shore, and the fertile Livermore-Amador Valley to the east.

The first of the two units varies in width from three miles at the northern end to eight miles at the south, and is approximately 32 miles in length. From the base of the foothills, this plain has a gradual slope that continues beyond tide level until a natural deep water channel is reached near the center of the Bay.

The interior valley is connected to the coastal plain of Alameda County by two natural gaps in the hills, Dublin Canyon and Niles Canyon. The northern foothills are broken by San Ramon Valley which serves as a link with Contra Costa County. It is approximately 12 miles from east to west and three to eight miles from north to south and is surrounded by rolling foothills to the north and east and by steeper mountains to the south and west.

Governmental Units

Within Alameda County there are eleven incorporated cities and approximately 85 special districts. For judicial purposes, the County is also subdivided into townships. Special districts supply such services as schools, sanitation, water, fire protection, parks and recreation, flood control and mosquito abatement. One type of district does not necessarily conform in geographic coverage to any other jurisdiction serving the same general area. Each community is, therefore, often covered by a number of governmental units.

A twenty-mile stretch at the northern end of the Alameda County bay plain is incorporated into the eight cities of Albany, Berkeley, Emeryville, Piedmont, Oakland, Alameda, San Leandro and Hayward. South of Hayward are a number of growing unincorporated communities. Newark, until recently one of these, was incorporated September 12, 1955, becoming the first new city in the County in almost 50 years. In the Livermore-Amador Valley there are two additional cities, Pleasanton and Livermore.

The County is divided into eight townships of which four include unincorporated areas. These are Eden, Washington, Pleasanton and Murray. Eden is located southeast of Oakland, and extends east almost to Dublin and south almost to Alvarado. It includes the cities of Hayward and San Leandro. Washington Township lies to the south of Eden along the Bay and was entirely unincorporated until the creation of the city of Newark. Pleasanton and then Murray Townships spread eastward from the hills. Table 1 contains population figures for the townships and cities in the County.

In recent months there have been many moves toward incorporation and annexation, often conflicting in nature, in Eden and Washington Townships. The great influx of population in these portions of the County has resulted in rapid urbanization and the accompanying needs for municipal-type services. This, and the fact that the 1953 State Legislature passed a bill permitting counties to form assessment districts in fringe areas to pay for "extra" services provided by the county, are causing residents in unincorporated areas to give serious consideration to incorporation and annexation proposals. Annexations to the cities of Hayward, San Leandro and Livermore since the close of World War II amount to many hundreds of acres.

Population Growth

Population in the nine Bay Area counties was estimated to be 3,052,000 by mid-1954. This represents an increase of 13.8 percent over the population as shown in the 1950 census. During this period Alameda County's population increased 13.3 percent. Over one-quarter of the Bay Area's total increase, or 98,585 persons, can be attributed to Alameda County. The 1954 estimate of 838,900 persons (852,700 as of July 1, 1955) in Alameda County is higher than that of any other county in the metropolitan region. San Francisco is second with 785,900. Santa Clara County is a much lower third with 373,200, closely followed by Contra Costa County with 335,200, and San Mateo with 321,900. These and additional statistics are summarized in Table 2.

TABLE 1

Population in Alameda County, Cities, Townships
and Unincorporated Territory 1940, 1950 and 1954

Geographical Unit	1940	1950	Percent Increase 1940 to 1950	1954 Estimate	Percent Increase 1940 to 1950
Alameda County	513,011	740,315	44.3	838,900	13.3
Unincorporated	39,665	98,472	67.4	148,385	50.5
Incorporated	473,346	641,843	35.6	690,515	7.6
<u>Central Metropolitan Area</u>	<u>447,846</u>	<u>593,421</u>	<u>32.5</u>	<u>617,532</u>	<u>4.1</u>
Alameda	36,256	64,430	77.7	70,642	9.6
Albany	11,493	17,590	53.0	18,000	2.3
Berkeley	85,547	113,805	33.0	115,000	1.1
Emeryville	2,521	2,889	14.6	2,890	0
Oakland	302,163	384,575	27.3	400,000	4.0
Piedmont	9,866	10,132	2.7	11,000	8.6
<u>Eden Township</u>	<u>43,691</u>	<u>115,603</u>	<u>164.6</u>	<u>167,083</u>	<u>44.5</u>
Unincorporated	22,354	73,789	230.1	103,833	40.1
Incorporated	21,337	41,814	95.9	63,250	51.3
Hayward	6,736	14,272	111.9	30,000	110.2
San Leandro	14,601	27,542	88.6	33,250	20.7
<u>Washington Township</u>	<u>13,051</u>	<u>16,895</u>	<u>29.5</u>	<u>28,483</u>	<u>68.6</u>
Unincorporated	13,051	16,895	29.5	28,483 ^a	68.6 ^a
<u>Pleasanton Township</u>	<u>2,921</u>	<u>5,865</u>	<u>100.8</u>	<u>13,832</u>	<u>72.4</u>
Unincorporated	1,643	3,621	120.4	11,122	207.2
Incorporated	1,278	2,244	75.6	2,710	20.8
<u>Murray Township</u>	<u>5,502</u>	<u>8,531</u>	<u>55.1</u>	<u>11,970</u>	<u>40.3</u>
Unincorporated	2,617	4,167	59.2	4,947	18.7
Incorporated	2,885	4,364	51.3	7,023	60.9

Source: U. S. Census for 1940 and 1950; 1954 estimate: State Dept. of Finance; State Controllers Office; and Research Department, Oakland Chamber of Commerce.

^a Military included

TABLE 2

1954 Population Estimates and 1950-1954 Population Increases,
Nine Bay Area Counties

County	1954 Population		1950-1954 Population Increase		
	1954 Population Estimate ^a	Percent of Bay Area Total	Population Increase	Percent Increase	Percent of Bay Area Total
Alameda	838,900	27.5	98,585	13.3	26.6
Contra Costa	335,200	11.0	36,216	12.1	9.8
Marin	100,700	3.3	15,081	17.6	4.1
Napa	56,700	1.9	10,097	21.7	2.7
San Francisco	785,900	25.7	10,543	1.4	2.8
San Mateo	321,900	10.5	86,241	36.6	23.3
Santa Clara	373,200	12.2	82,653	28.4	22.3
Solano	117,800	3.9	12,967	12.4	3.5
Sonoma	<u>121,700</u>	<u>4.0</u>	<u>18,295</u>	<u>17.7</u>	<u>4.9</u>
Total	3,052,000	100.0	370,678	13.8	100.0

^a Source: San Francisco Chronicle (June 10, 1955) citing Bay Area Council tabulations of data from the State Department of Finance.

The population in the Bay Area increased at a rate of 250 persons a day, and 67 of these were added to the total of Alameda County alone. Slightly over one half of the County total, or an increase of 34 persons per day, occurred in unincorporated areas. Table 3 indicates greatest gain in Eden Township, followed by Washington Township. (The large increase in Pleasanton Township reflects additions to the military establishment at Camp Parks.) During the decade 1940 to 1950 Eden Township increased over seven thousand persons a year. Growth has been even greater since 1950, amounting to around twelve thousand a year. By comparison there has been an average increase of three thousand a year in Washington Township since 1950.

In sharp contrast, the rates of population growth in the cities north of San Leandro have been less than that of the County as a whole. Hayward, San Leandro and Livermore in the more outlying areas have increases due in large part to the recent annexations.

During the 1950-1954 period, population in the unincorporated area of Alameda County experienced a 50.7 percent increase representing 49,913 persons. This would create a city larger than Hayward. Considering that there are from 3.0 to 4.0 persons per family in Alameda County, the population increase in unincorporated areas is the equivalent of ten families a day. These figures are significant when considering the number of new houses, new subdivisions, schools, roads, recreation areas, shopping centers, extension of utilities and urban services and other developments which must be provided. In terms of the prevailing pattern of minimum 5,000 sq. ft. lots for residences, it means the subdivision of some fifty acres per month of mostly agricultural land. In Eden Township for the period 1947-1951 there were more than twenty thousand permits issued for homes, over 75 percent of which were in unincorporated territory.

Compared with unincorporated population growth in other Bay Area counties, the growth in unincorporated population in Alameda County is outstanding, since over 40 percent of the Bay Area total occurred here between 1950 and 1954. Although the Contra Costa County population in 1954 was very close in unincorporated areas in number to that of Alameda County, the increase since 1950 was only 18.9 percent. Table 3 summarizes the growth in unincorporated populations for these and other Bay Area counties.

TABLE 3

1950 and 1954 Population and Change in Unincorporated Territory,
(Eight Bay Area Counties)

County	1950 Census	1954 Estimate ^a	1950-1954 Change	Percent Change 1950-1954
Alameda	98,472	148,385	49,913	50.7
Contra Costa	122,278	145,343	23,065	18.9
Marin	38,529	45,944	7,415	19.2
Napa	29,309	37,602	8,293	28.3
San Mateo	51,469	64,734	13,265	25.8
Santa Clara	130,561	136,227	5,666	4.3
Solano	60,733	53,700	- 7,033	- 11.5
Sonoma	66,022	79,185	13,163	19.9
Total	597,373	711,120	113,747	19.0

^a

Source: San Francisco Chronicle (June 10, 1955) citing Bay Area Council tabulations of data from the State Department of Finance and the State Controller's Office.

Economic Activity

Prior to the discovery of gold in California the small population engaged almost entirely in agricultural pursuits. Missionaries and colonists introduced crude farming techniques and cattle and other live stock. In the early 1800's lands in the Bay Area were allotted into large ranchos where the production of hides and tallow provided main sources of revenue. Irrigated horticulture had begun, but only to meet local needs.

As an aftermath of the discovery of gold and the upsurge in population in Northern California, communities developed around the Bay, owing their existence to expanding demands for farm products. Agriculture remains today the most extensive land use and an important activity in Alameda County despite an increasing urban population which has spread over thousands of acres of fertile farm land. (See Table 4.)

TABLE 4

Values in Alameda County Agricultural Production

	1940 F.O.B. Value	1950 F.O.B. Value	1954 F.O.B. Value
Trees and Vine Crops	\$ 557,000	\$ 2,305,500	\$ 2,455,900
Truck Crops	2,422,000	7,435,600	8,243,200
Field Crops	2,090,000	2,865,800	2,150,000
Greenhouse Products & Nursery Stock	6,900,000	7,294,750	6,575,900
Sub Total	11,969,000	19,901,650	19,425,200
Poultry Products	1,846,000	6,250,000	6,533,000
Dairy Products	1,809,000	3,648,700	3,850,000
Live Stock	1,176,000	3,492,800	3,506,400
Sub Total	<u>4,831,000</u>	<u>13,391,500</u>	<u>13,889,400</u>
Grand Total	\$16,800,000	\$33,293,150	\$33,314,600

Source: 1940 figures: Research Dept., California State Chamber of Commerce; 1950 & 1954 figures: Alameda County Annual Acreage and Crop Reports

A substantial part of Alameda County's industry is related to agricultural production, with such industries as canning, fertilizers and farm machinery appearing early in the industrial growth of the County. Other industries related directly to the natural resources include salt, clay (pottery and refractory), and gravel, crushed stone, gypsum and lime.

The diverse nature of Alameda County industry, particularly in the central metropolitan area, is indicated by Table 5 which lists those industries largest in dollar value added in 1947.

TABLE 5

MAJOR INDUSTRIES IN ALAMEDA COUNTY, 1947^a
(With Value Added of \$10,000 or More)

Industry	Number of Establishments	Value Added By Manufacture
Food and Kindred Products	218	\$89,543
Transportation Equipment	41	56,564
Chemical & Allied Products	67	49,355
Machinery (Except Electrical)	152	47,271
Fabricated Metal Products	146	41,042
Printing & Publishing Industries	120	20,722
Primary Metal Products	55	17,968
Stone, Clay & Glass Products	40	17,427
Paper & Allied Products	17	11,581
Textile Mill Products	<u>9</u>	<u>10,556</u>
Total of all manufacturing (including those industries not listed)	1,186	\$409,206

Source: U. S. Census of Manufactures, 1947

a This census will not be taken again until 1957

Today there is almost continuous industrial development along the bayshore, starting at Richmond in Contra Costa County and going south to San Leandro. Industrialization is also growing in the unincorporated areas south of Hayward. Excellent port facilities, a network of state highways and rail transportation, and railway terminals have been important factors in the industrialization of the County.

The County also has expanding commercial activity, indicated in part by the number of new shopping centers and those proposed in areas of heavy subdivision activity. At the same time there has been a notable series of new office and commercial buildings arising in the older cities during the past several years. Oakland in particular has long been the location for many administrative offices.

Total employment and its distribution among major economic divisions mirrors the historical and industrial growth and change in Alameda County and the Bay Area as a whole. Employment decreased during the great depression of the 1930's. Accompanying the 44.3 percentage overall population increase of the decade between 1940 and 1950 was a 49.0 percent increase in the number of persons employed. The postwar labor market in the East Bay has provided a large supply of experienced and trained factory workers, including many former war plant workers who settled here.

Because of the continued mechanization of agriculture and the changes in types of crops raised, the number of people employed in agriculture has been declining. There is a rising trend in the number employed in service industries, which reflects the increasing maturity of the area's economy. During the twenty-year period from 1930 to 1950, although the total employment in manufacturing as well as the size of firms has gone up, there was a decrease in the percentage of those employed in manufacturing. County employment data is summarized in Table 6.

Transportation

Alameda County's most unique contribution to Bay Area transportation is that its geographical location affords a terminus for three transcontinental railroads at outstanding port facilities. A modern port which includes 23 wharves and commodious public and private freight terminals has been constructed in Oakland.

TABLE 6

EMPLOYMENT IN ALAMEDA COUNTY
BY MAJOR ECONOMIC DIVISIONS BY DECADES

Economic Division	Census Year					
	1930		1940		1950	
Total Employment	194,158	100.0	191,131	100.0	284,952	100.0
Extraction	<u>10,043</u>	<u>5.2</u>	<u>6,242</u>	<u>3.3</u>	<u>5,739</u>	<u>2.0</u>
Agriculture	8,520	4.4	5,465	2.9	5,068	1.8
Mining	1,348	0.7	592	0.3	452	0.16
Forestry & Fishing	175	0.1	185	0.1	219	0.07
Conversion	<u>61,385</u>	<u>31.6</u>	<u>55,596</u>	<u>29.1</u>	<u>76,879</u>	<u>27.0</u>
Construction	12,900	6.6	11,540	6.0	19,763	6.9
Manufacturing	48,485	25.0	44,056	23.1	57,116	20.0
Distribution	<u>54,498</u>	<u>28.1</u>	<u>64,008</u>	<u>33.5</u>	<u>94,169</u>	<u>33.0</u>
Transp., Comm'n., Util.	20,125	10.4	22,982	12.0	30,634	10.8
Trade	34,373	17.7	41,026	21.5	63,535	22.2
Services	68,232	35.1	65,285	34.2	108,165	38.0

Source: U. S. Bureau of Census

Major paved highways, including coast-to-coast U. S. Highways 40 and 50, make the Oakland area a natural center for bus and truck traffic. The Eastshore Freeway (State Route 69) eventually will run the entire length of the coast plain from Carquinez Bridge in Contra Costa County to the San Jose area. To date it has been completed from Richmond as far south as Jackson Street and the San Mateo Bridge Road in Eden Township. Presently tying the southern coast plain and points further south with the northern end of the County are state highways No. 9 and 17. Two main highways running through Dublin and Niles Canyon connect the Livermore-Amador Valley and California's Central Valley with the western section of the County. Three bridges join Alameda County to San Francisco and the Peninsula: San Francisco-Oakland Bay Bridge, which has brought the entire Bay Area into closer economic and social unity, and San Mateo and Dumbarton Bridges, which link Alameda County directly to San Mateo County.

Mass transportation within Alameda County and linking it with other parts of the Bay Area is supplied by the Key System, Pacific Greyhound Bus Company, Peerless Stagecoach and metropolitan service of the railroads. The Bay Area Rapid Transit Commission is soon to publish recommendations for an improved Bay Area transit plan.

Exclusive of military bases there are five airports in Alameda County. Oakland Municipal Airport is the major airport and, in addition, there is a smaller one owned and operated by the city of Hayward. Three small private fields, Centerville in Washington Township and Livermore SkyRanch and Dow in Murray Township, make up the total.

Land Use

Of the estimated 250 square miles of land in Alameda County suited to intensive agriculture and urban development, approximately 100 square miles are presently covered with urban development.

The highest population densities in Alameda County and the most intense use of land are to be found in the incorporated and heavily urbanized sections bordering San Francisco Bay, although urban sprawl has spread as far south as the Washington Township line. Forerunners of its advance are spilling over into Washington Township, but from Hayward south there are still physically separate, identifiable communities and large amounts of land in agricultural use. As yet Pleasanton and Murray Townships have not experienced to any great extent the urbanizing pressures that are changing the coastal plain.

Most industry is located in the northwest part of the County on the western edge of the coastal strip where it can be served by water and rail transportation. Central business and commercial areas, or downtown areas, are pretty well defined in the larger cities, but extending from these along major traffic-carrying streets are strips of business and commercial development. There is some industry in such areas, too. Residential use occupies most of the remainder of the level land, and has spread over much of the hill areas facing the Bay northwest of Hayward. Multiple dwellings appear primarily in metropolitan core area of the coastal plain. In older developed portions of the East Bay are found heterogeneous mixtures of land uses, where one type, such as commercial or light manufacturing uses have intruded upon another, such as residential development. Ribbon commercial development is particularly prevalent in the older urbanized areas. Here vacancies are reported, which is in contrast to the activity reported in efficient and convenient shopping centers.

A major portion of Alameda County, especially in Murray and Pleasanton Townships, has a terrain with a slope of 50 percent or more which precludes intensive use. Its use for grazing land, however, produces a large volume of dairy products and livestock sales in the County. There are large areas of farm land with lesser slope that are under cultivation in Murray, Pleasanton and Washington Townships.

The Need for Long-Range Planning

The mushroom growth of population in Alameda County has resulted in many problems of land use, transportation, and public services and facilities. One obvious defect of the current land use pattern is that, although population growth is taking place in the south-County urban fringe, most new industries and plant expansions are in the more centrally located cities. This wide separation of residential and industrial facilities is just one indication of the growing interdependence of the various portions of the County. This, in turn, points toward the need for coordinated city and county planning.

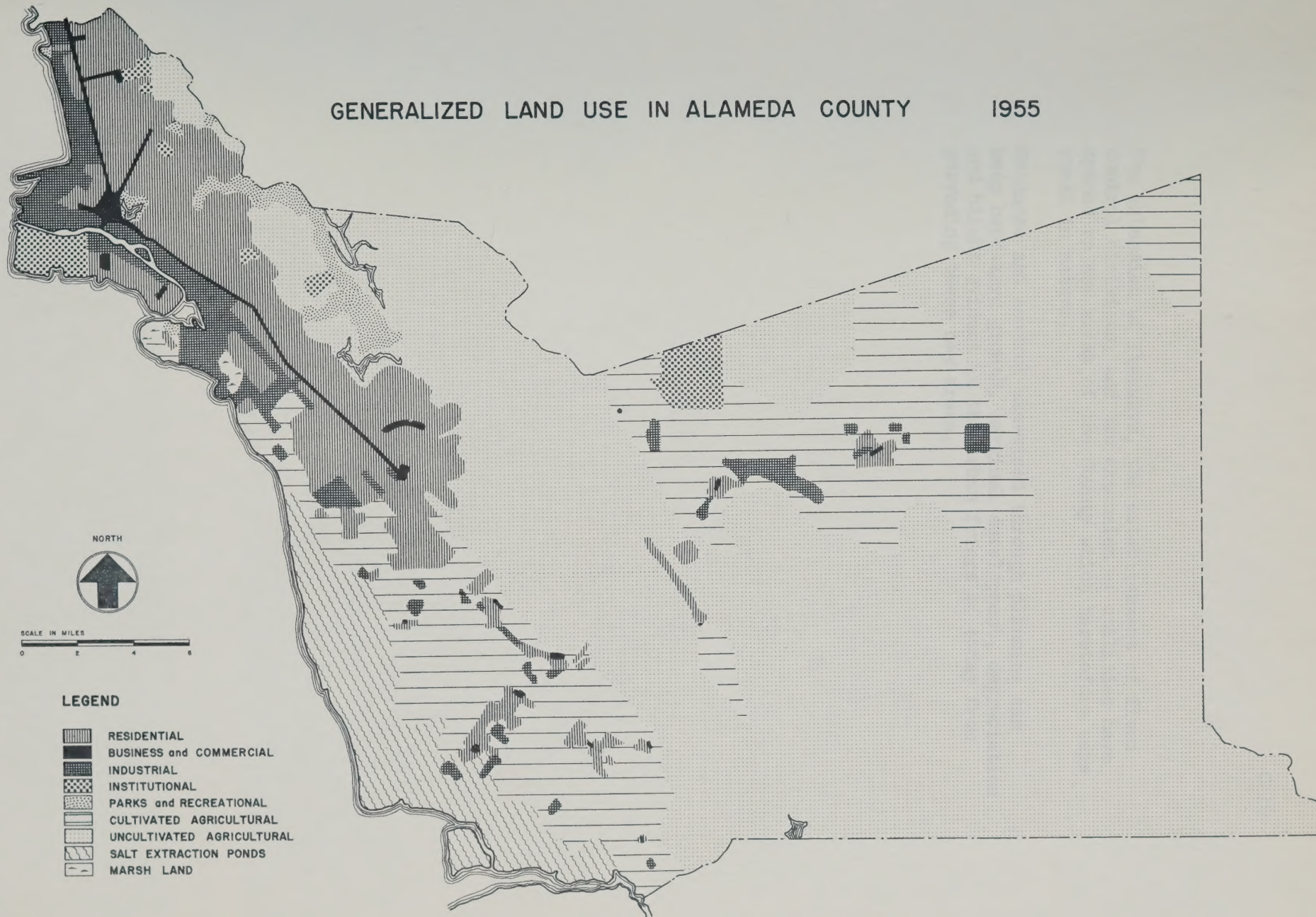
The alarming spread of residential tracts through prime agricultural lands, the rapid increase in taxes to pay for urban services, string annexation, wide-spread movements toward self determination by incorporation, deficiencies in or complete lack of local school districts, parks and recreation, and cultural facilities is disturbing to all public officials and citizens concerned.

The problem is to seek a formula to conserve our natural and scenic resources while guiding growth into an attractive and efficient arrangement of homes, places of work and play, public buildings, services and facilities, and a safe, efficient network of transportation.

Throughout the County, planning commissions are faced with two conflicting pressures--one for a long-range, comprehensive, general plan, usually years in formulation and adoption, and the other for immediate measures to correct and control today's development. This requires a dual program: first, continuous study toward formulation of a master plan through analysis of the County and its component parts, development of policy and preliminary plans, and determination of public opinion, wants and needs and, second, the imposing of controls and development standards appropriate for containing an otherwise unguided, rapidly expanding metropolitan area, as is being done presently.

GENERALIZED LAND USE IN ALAMEDA COUNTY

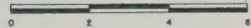
1955



NORTH



SCALE IN MILES



LEGEND

- RESIDENTIAL
- BUSINESS and COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL
- PARKS and RECREATIONAL
- CULTIVATED AGRICULTURAL
- UNCULTIVATED AGRICULTURAL
- SALT EXTRACTION PONDS
- MARSH LAND

The extension of freeways, the establishment of flood control districts, and the extension of utilities have opened up new areas of the County which heretofore were rural in nature.

Guidance and control exercised through planning can keep haphazard growth, marginal development, depreciation and blight evident in the urban fringe of today from pervading these new areas.



PRELIMINARY PLAN FOR ALAMEDA COUNTY

W. Hopland

PRELIMINARY PLAN GENERAL POLICIES

The Need for Planning Policies

The physical design of a master plan or a preliminary plan is actually a graphic expression of basic planning policies and their application to the physical setting of the area being planned. Whether or not the planning policies are listed, they are inherent in the plan design. Because these policies represent much of the reason behind the physical plan, a statement of them clarifies the intent of the plan and will therefore help in its being understood and properly followed. In recognition of the importance of planning policies to the master plan and its effectuation, the State enabling legislation requires that a statement covering objectives, principles and standards used to develop the plan map must be considered and adopted as an integral part of the master plan.

Assumptions deal with probabilities that must be considered in the development of plan policies and plan design and are therefore stated first. Objectives may be thought of as the broad and long range social, economic and physical goals to which the plan is aimed. Principles are statements of the ways in which the physical setting should be conserved and developed in order to achieve the objectives. Standards may be either optimum or minimum and are used as the most acceptable measures for development. Standards apply primarily to sizes, such as lot sizes, street widths, sizes of schools, and shopping centers and the areas they serve and sizes of communities.

The general assumptions, objectives and principles that follow are intended to establish the broad policies for Alameda County that have influenced preliminary plan designs, and that will influence the physical design of the master plan. They will also influence development in the future of the more definitive principles and standards that will apply to more detailed plan proposals. The standards, which remain to be developed, will supply appropriate measures to which reference should be made when the plan is put into effect in specific situations.

It is believed that the majority of the broad policies included here have a universal appropriateness, that they are applicable to any urban or urbanizing area. Many of them have been endorsed in communities which have adopted or which are preparing master plans in the Bay Area. Reference is made in particular to San Francisco, Berkeley and Hayward, all of which have officially adopted master plans, and to planning policies formulated in Santa Clara and San Mateo Counties. It should also be pointed out that the policy statements that follow are in substantial agreement with recommendations on planning made to the Board of Supervisors by the two citizen groups actively interested in planning in Alameda County: the Land Development Committee of Alameda County, and the Washington Township Study Group.

General Assumptions

1. There will be continued population growth and economic development in the San Francisco Bay metropolitan area and in Alameda County, with sufficient and economical development of the quantities of water, electric power and other resources.
2. The expanding population and economy will eventually create a demand for urban development on all relatively level and gently sloping land and much of the hill land in the Bay Area.
3. On the east side of the Bay, for instance, this potential demand for urban development will result in a continuous and intermingled sprawl of houses, shops and industrial establishments from Richmond to San Jose unless the citizens working through their city and county governmental processes make conscious efforts to guide and control conservation and physical development.
4. As a means of securing assurance of desirable physical development, there will be continuous public and private recognition of and support for city and county planning programs.
5. The factors mentioned above plus an increasing demand for social, economic, political and physical integration within the Bay Area will result in the establishment of a metropolitan regional planning agency.

6. Because of the logical county boundaries that exist in most cases in the Bay Area, and because of the need for a planning unit between the units of cities and the metropolitan region, the county is a sub-regional planning unit, and county planning will include the function of working with and encouraging cities to coordinate plans throughout the incorporated and unincorporated portions of the County. Counties will also be responsible for coordinating their plans with those of adjacent counties.
7. City, county and regional planning agencies will develop and coordinate long-range, comprehensive master or general plans for physical development which are based upon a set of objectives and principles similar in content to those appearing in this report.
8. There will be continued geographic diffusion and decentralization of urban development--residences, business and industry--throughout the metropolitan area, but an increasing role for metropolitan core areas (San Francisco, Oakland, Berkeley) in providing specialized functions. Depreciated sections in older cities will be redeveloped and improved in the public interest through the means of redevelopment and renewal programs.
9. Citizens will desire and will obtain community identity and local self-government in decentralized urban areas.
10. Average population densities will increase in the central portions of the metropolitan area.
11. Occupied land area per capita will increase in new residential areas, and occupied land area per worker will increase, especially in manufacturing areas.
12. Metropolitan-wide circulation networks will be improved to include more freeways, bridges, air transportation facilities and rapid mass transit, permitting free choice as to location of employment and location of residence.
13. Development of submerged lands around the Bay will become economically feasible, but will occur in Alameda County mainly in the Alameda-Oakland-Berkeley area within the next twenty years.
14. There will be a continuing increase in leisure time and a consequent greater demand for various recreational facilities to serve all age groups. There will be increasing need and realization for more regional as well as local recreation areas. There will be increasing demand for recreational facilities to become more diversified to meet the needs of all age and income groups. Means will be found for the preservation of open space for recreational use.

15. It will be advantageous to the metropolitan area to retain some of the best agricultural land in the Bay Area in agricultural use, and the means will be established to make this economically feasible.
16. There will be an increasing need for adequate air and water pollution control programs, and means will be found for effective control.

Land Use Objectives

1. To take advantage of the County's opportunities for promoting desirable urban development and for preserving and enhancing certain natural features and historical points of interest while such opportunities still exist.
2. To provide for the development of an orderly and integrated physical environment which will promote the general welfare and which will also create opportunities for choice in a diversity of desirable living, recreational, cultural, and working conditions to meet the various needs and desires of individuals of all age and income groups.
3. To achieve a balance between the land and resources of the County and the social and economic needs of the people who will live and/or work in the County.
4. To achieve an integrated physical structure of land use and transportation facilities which will promote the optimum in efficiency, health, and well-being throughout the County.
5. To provide space to meet the ranges of social, cultural and economic needs of the citizens of each community, and to strengthen community identity while at the same time providing good accessibility to other portions of the County and the Bay Area thereby facilitating metropolitan identification and integration as well.

Land Use Principles

A. For the County:

1. The master plan should be based in part upon the anticipated needs of the population in Alameda County 20 to 30 years from now. Most of the current development will have a lifetime of twenty years or more, and should therefore be planned to function well over a long-range period. It is generally

believed that forecasts of over thirty years deal in too many unknowns for planning purposes; however, plans should be reviewed and revised periodically so that long-range goals are always available.

2. The further development of land uses, transportation and other facilities in the County should be planned to function well within the County and to relate properly to present and anticipated development throughout the metropolitan area.
3. Further development of business, commercial and industrial land uses should be dispersed to distribute equitably tax resources among communities, to provide local employment opportunities and thereby to reduce the need of commuting to work and heavy traffic volumes.
4. Within Alameda County there should be provided various types of environments for living by recognizing and planning for different types of urban and rural communities, each with a distinct character and identity. Environments should range from the large city serving as a metropolitan core to the completely rural grazing lands. Between, cities should be planned with ultimate populations ranging in size from 25,000 upward, permanently defined by topographic features, parks, farm land, or other forms of relatively open land.
5. Wherever possible, existing unincorporated communities should serve as nuclei for future cities, with progressive development and redevelopment producing orderly and efficient growth. Except where a new community is justified, residential subdivisions should be closely related to existing communities. Expansion should be controlled by stage development to provide efficient installation and operation of public services and facilities.
6. There should be conservation and permanent retention of open spaces, including prime agricultural lands and recreational areas. Open space should be used to separate communities and thereby prevent monotonous urban sprawl.

- B. For Communities in the County: (A community may be defined for purposes of this section primarily as an area of people having common ties through a combination of geographic, social and economic factors. A community may be unincorporated or incorporated.)
1. The traditional physical and social identities of local communities should be preserved through establishing limits of growth. A mature community is a well-balanced community which need not grow in quantity of population, but should continually maintain its quality of services and development, and its ability to meet the contemporary needs and desires of its citizens.
 2. The various land uses which make up a community should be located on land best suited for them and in areas in which they will be logically grouped and related to topography, to existing development, and to proposals for future development, anticipated patterns of future growth, and relative demands for various types of land use.
 3. All types of land uses should be provided with areas appropriate and sufficient to their needs, and each should be protected from any adverse effects of the others. Non-objectionable industries should be located within communities to provide a balanced economy and an adequate tax base.
 4. Separation of residential, business and commercial, and industrial areas should be provided wherever possible by topographic features or by major traffic routes within a total community structure integrated through appropriate and convenient relationships among the different types of areas and the transportation networks.
 5. Population densities should be established for living and working areas to serve as a basis for determining the total amount of land required for a given expected population and the location and extent of required public and private facilities.

C. For Residential Areas:

1. A range of population densities should be provided in each community to accommodate a variety of dwelling types which will meet the needs of diverse family sizes, age groups and income levels.
2. Development should be based on neighborhood and community planning units so that proper public and private facilities such as schools, parks, libraries and shops can be conveniently located for all urban residents, and so that protection can be given against through traffic.
3. Within each residential neighborhood and its larger community, schools and parks should be centrally located so they will be convenient to all portions of the areas they must serve, and so they can provide opportunities for development of social and cultural activity centers serving all elements of the local population.

D. For Business and Commercial Areas:

1. Neighborhood and community shopping facilities should be provided with direct access from residential areas and should be related in size to the size and characteristics of the population they will serve. They should be large enough or so spaced that they will provide residents reasonable accessibility to diversified shopping facilities.
2. Business and commercial areas should be compact, grouped and consolidated into functional units providing sufficient off-street parking and loading facilities, pedestrian and vehicle safety, elimination of traffic congestion, and be designed to encourage one-stop shopping for daily needs. Shopping areas should not be developed in strips along major streets and highways since this tends to create traffic congestion, and scattered development that is uneconomic to proprietors and inconvenient to patrons. Shopping areas should be convenient to, but not directly along, major transportation routes. To help achieve these objectives, planned shopping centers should be encouraged.

E. For Industrial Areas:

1. Industry should be located on large tracts of land suitable for such development, related to major highways and other modes of transportation, and protected from conflicting uses. In order to promote orderly and efficient industrial areas, privately sponsored and administered industrial districts should be encouraged.
2. Size, location and extent of areas for industrial development should be determined on the basis of the various industrial site requirements, anticipated demand for industrial sites, and relative advantages of areas within the County in relation to the Bay Area as a whole, taking into consideration such factors as the availability of labor, access to all types of transportation, utilities, and availability of land.

F. For Agricultural Areas:

1. Prime agricultural lands should be retained in agricultural use to provide efficient supply sources of perishable foods for urban areas, to protect agriculturally based industries, to maintain open spaces between communities, and to retain for urban residents a close association with an essential cultural and economic heritage.

G. For Parks, Recreational and Other Open Spaces:

1. Open spaces within and surrounding communities should be protected for four primary purposes:
 - (a) To protect existing agricultural and natural resource development for the role which it and allied industry will play in a balanced economy.
 - (b) To insure sufficient light and air, and to define limits and permanent separations both for communities and for conflicting areas of different types of uses.
 - (c) To provide areas for recreation on land most suited to recreational needs.
 - (d) To serve as an intermediate reservoir or holding stage to define community patterns and to preserve lands for future specific development until such time as that development becomes justified.

2. Regional recreation areas should be provided to serve a large variety of recreational needs in areas having aesthetic and recreational features worthy of preservation and development. Such areas should be well located in relation to centers of population and transportation facilities. These areas should also serve multiple purposes, where possible, including flood, erosion and watershed control, reservoir development and reclamation.

Streets and Highways Objectives

To create a functional streets and highways system for motor vehicles, including appropriate forms of mass transit which will:

1. Provide efficient, convenient, rapid and safe movement of people and goods within the County and between the County and other parts of the Bay Area.
2. Be coordinated with the various types of land uses and the demands they generate for functional traffic movements.
3. Be coordinated with related transportation systems.

Streets and Highways Principles

1. The major streets and highways system should provide separate but integrated facilities for various types of traffic: inter-county, intra-county, inter-city, intra-city and special industrial and recreational needs.
2. The major system should consist of four principal functional types of routes:
 - (a) Direct inter-community routes.
 - (b) By-pass or limited access routes for through traffic in urban areas to eliminate unnecessary congestion and hazards in local traffic.
 - (c) Radial routes connecting the center of an urban area to its other working and living sections.
 - (d) Circumferential routes linking outer segments of an urban area to each other.

3. The major system should be so designed that major traffic routes in urban areas are located between or adjacent to residential neighborhoods and communities.
4. The major system should be designed to accommodate public transit vehicles, where appropriate, without interfering with through traffic.
5. The major system should have a limited number of intersections, accomplished through a system of collector streets and grade separations where appropriate.
6. Public mass transit should be provided to serve all sections of the County.
7. In business, commercial and industrial areas, adequate off-street loading and unloading facilities should be provided for the efficient and safe movement of people and goods.
8. Adequate off-street parking should be provided in all areas for the efficient and safe movement of people and goods.

The Consideration of Alternative Policies

One of the purposes of the preliminary plan is to stimulate thinking on alternative planning policies and plan designs. Because variations may be practically limitless in number, it is only possible at this time to present and discuss several alternatives dealing with major policies, the basic county-wide land use principles. Basic principles for guiding conservation and urban development influence the content of the set of objectives and of other principles such as those outlined. They will also influence the more definitive principles and standards to be developed. It therefore becomes necessary to consider and establish broad policies before decisions are made on the more definitive principles and standards.

Alternative County-wide Land Use Principles

1. Instead of attempting to maintain and promote a number of balanced and separate communities, the County could be considered and planned to develop as one "super" community, or perhaps as several

large communities of township size, with further industrial growth sufficient for increased labor supply and tax revenue restricted to one area in the super-community, or to one area in each township community, and with the number of business and commercial centers restricted in a comparable manner.

Such proposals would imply a consolidation of existing cities and unincorporated areas into one or several large cities. This might have such advantages as uniformity in government over larger areas and greater facility in developing, financing and administering large projects of a regional or big-city nature, such as a park and recreation system, a civic and cultural center with places of public assembly having large capacities, or a public transit system.

These proposals however, would create such conditions as a lack of variety which would restrict choices in types of communities people could live in. They would also create fiscal problems in areas having only residential development unless the areas were parts of a large city. They would require greater distances of commuting between home and work, or between home and downtown shopping for a large part of the population. They would also tend to destroy local community identity and participation in local and civic affairs.

2. Instead of maintaining open space such as parks, recreational and farm lands between communities, urban development could be allowed to expand into a continuous urban sprawl, not only from its present limits from Richmond to San Leandro and Hayward, but down to the southern boundary of the County, and throughout the Livermore-Amador Valley.

This would provide space for more people to live and work in the County, but it would, among other things, also destroy all farm land production, require vast importations of food from unknown sources, raise the costs of certain foods, destroy certain agricultural based industrial and commercial activities, add to air and water pollution problems, restrict the open countryside to a limited number

of tax supported recreational areas and inaccessible steep land. It would tend to create a monotony of urban development, few alternatives from which a family could choose concerning the character and size of community in which it will reside, and lack of community identity and participation in local affairs. There would be no opportunities for living or working in the physically separate and distinct communities with rural surroundings such as many people seem to desire now.

3. Instead of encouraging the growth of existing communities, new shopping centers and residential subdivisions could be permitted to locate without regard to existing development.

It might be argued that this would allow greater flexibility in location at lower land costs and permit entirely new communities having no associations with age, obsolescence and problems of renewal. However, it would also produce costly and inefficient installation of public services and facilities, tend to break up and destroy large farming areas, lower property values in existing communities, and provide little opportunity for participation in local cultural and civic affairs.

Even with a given set of policy statements such as those previously outlined, there will be possible alternatives to their application in the plan design.

PRELIMINARY PLAN FEATURES

The Preliminary Plans

The preliminary land use and circulation plans described in this section are the result of approximately three years of study by the County Planning Staff. These plans represent a culmination of efforts to provide the best possible planning basis for the immediate decisions required for local subdivision and zoning actions. Wherever possible they are the result of collaborative action between the County Planning Staff, the planning departments of the cities, and the planning departments of the adjacent counties.

These plans also represent the application of many of the general planning policies listed in the preceding section. However, it should be emphasized that they are preliminary, and have not been based upon the amount of research, County-wide cooperation and coordination, and public participation required for preparation of a master plan for official adoption. The preliminary plans will therefore be subject to revision during the period of master plan preparation. It is hoped that the master plan will represent more thorough application of a set of planning policies more comprehensive than that listed in the previous section.

The preliminary plans are intended primarily to identify and establish an outline pattern of land uses and major thoroughfares that can be used as a working guide during the period in which more thorough studies and discussions will provide an adequate basis of planning policies and research findings necessary for the preparation of the master plan for Alameda County.

It is believed that all of the County and its relationship to the surrounding area should be subject to continual study in order to achieve and maintain a knowledge for guiding development into more desirable patterns than those represented in the current preliminary plans. Once the basic planning policies are agreed upon and the basic pattern of urban centers and surrounding land uses is established through application of the planning policies and the research findings, it will be possible to apply standards on the amounts of land required for balanced communities, and to adjust plans so that adequate proportions of the total County land area are proposed for residential, business and commercial, industrial, and other urban land uses in suitably related areas. It will then be possible to predict and relate the future transportation requirements within and between the various land use areas, and plan for necessary facilities.

The County-wide Preliminary Land Use Plan

The preliminary land use plan for the County is a general outline of major areas of land use from which a more definitive plan can be developed through combined city and County efforts. This plan permits study of the broad relationships in the composite pattern of land use proposals for the various planning units in the County, both incorporated and unincorporated.

Incorporated areas are indicated according to their respective plans, where such plans are available. County Planning Staff assumptions have been made concerning the future composition of those cities that have not as yet developed comprehensive land use plans.

Within the County, the Cities of Berkeley and Hayward have officially adopted master plans. Some of the remaining cities are in various stages of plan development. The City of Alameda is currently scheduling public hearings on the adoption of a master plan. Albany officials are studying a draft of a preliminary master plan. Oakland is in the research stages of preparing a comprehensive master plan.

The broad patterns of land use depicted upon the County-wide plan indicate the basic land uses of residence, commerce, industry, agriculture, institutions, and parks and recreation, primarily to represent their relationships without at this time attempting to describe their definite location or extent. Agreement with these statements as to the relative locations of the major land uses will be one of the first measures and decisions required.

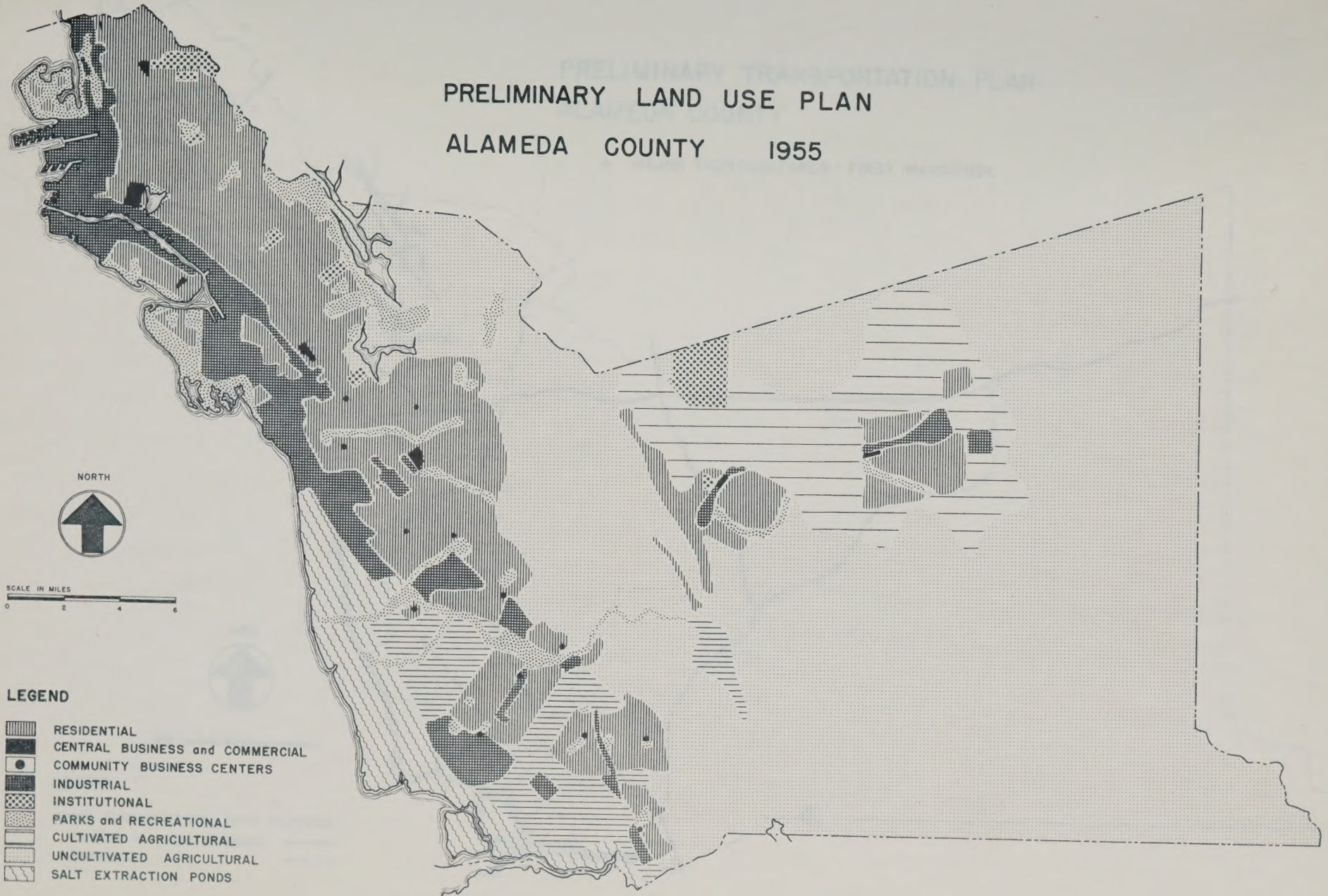
The land use patterns indicate residential areas without showing areas of differing population densities, and indicate business and commercial areas to the extent of showing only the core areas, or the central business districts, of cities and unincorporated communities. The plan also shows industrial areas without distinguishing between light and heavy industry.

In addition to the policies contained in the previous section, the preliminary land use plan for the County is based upon the following assumptions and proposals:

1. Oakland will continue to be the major center of the East Bay and, along with Berkeley and San Francisco, it will make up the urban core of the San Francisco Bay metropolitan area. Functions that will expand in this core include finance, headquarters operations, distribution of highly specialized goods and services, shipping, publishing, specialized social and cultural activities, and urban recreational activities. Oakland will predominate in wholesaling and shipping functions because of its strategic location in relation to transportation, and also in service functions because of its central location in relation to population distribution and business and commercial activities.
2. Hayward will continue to grow and predominate as the business and commercial center in Eden Township in response to continued rapid urban growth in all areas surrounding this city.
3. The business and commercial center of Washington Township will be in the Centerville-Irvington area. This will be comparable to Hayward in providing a wide range of consumer, business and news services, local cultural and social establishments, and governmental administrative branch headquarters.
4. In the Livermore-Amador Valley, the two cities of Pleasanton and Livermore will afford the nuclei for urban development. As intra-state transportation facilities develop and urbanization increases, the area will have closer ties not only to the Oakland metropolitan area and Washington Township in Alameda County, but to the San Ramon Valley of Contra Costa County.

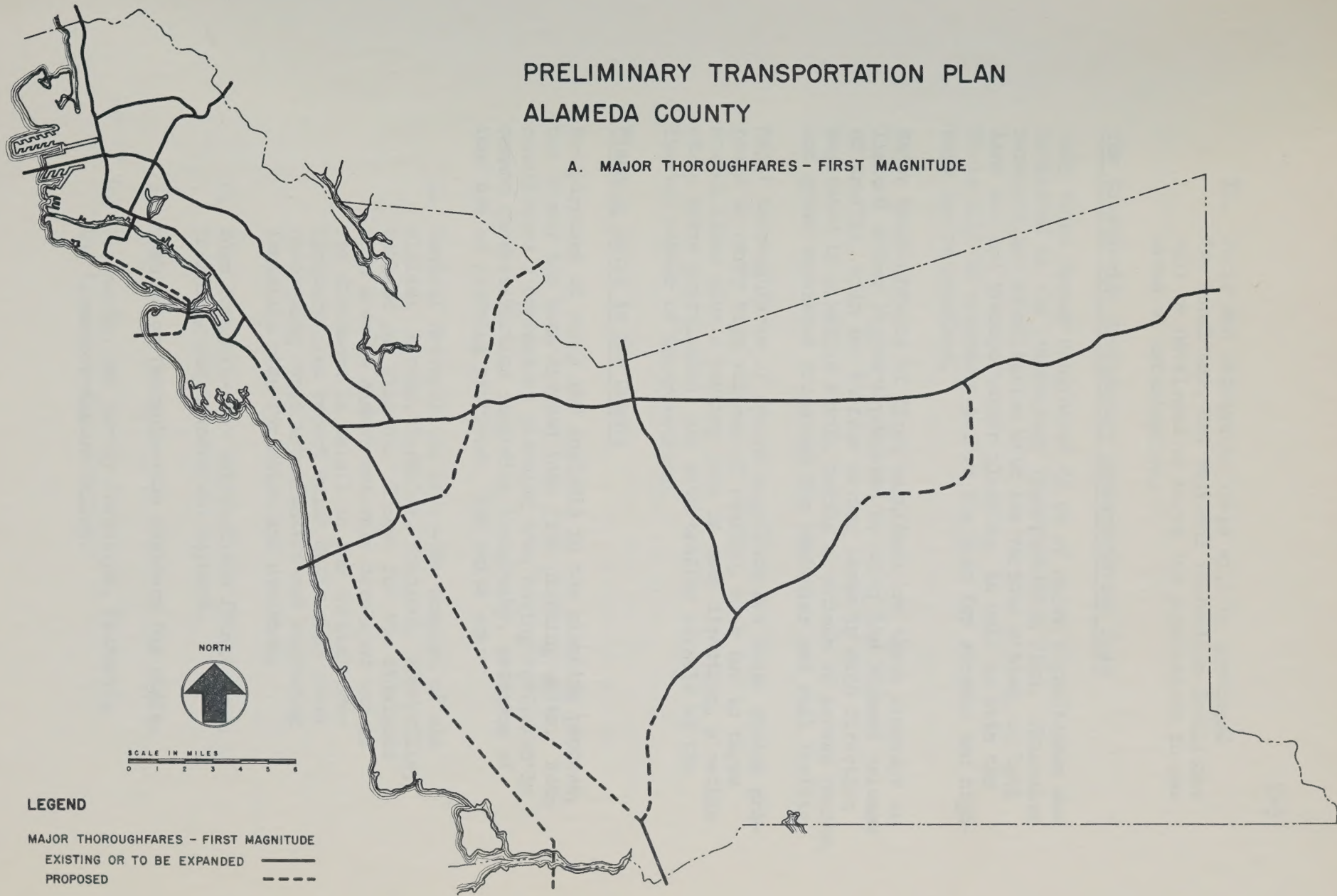
5. Other existing business and commercial centers in the County will continue to grow in terms of local needs and in proportion to the expansion of populations in their respective communities.
6. Oriented to the transfer of goods by water, as well as by air, rail and highway facilities, industrial development from San Leandro north will continue to consume large, continuous areas of land adjacent to the Bay, except as interrupted by the City of Alameda. Park and recreation areas alongside the Bay and the development of new communities reclaimed from the Bay will further interrupt that bayside industrial pattern.
7. To provide balanced communities in Washington Township and in the Livermore-Amador Valley, industrial development will increase in selected areas where land use and transportation relationships will stimulate the growth of industry. (An inventory of the industrial potential and industrial requirements of Alameda County should be a first requirement of the master plan program.) Salt extraction ponds will continue to occupy bayshore lands in the southern part of the County.
8. Residential development along the Bay plain will continue to expand easterly into the hills and southerly toward San Jose.
9. Population densities will be highest around the cores of the older cities, and lowest in hill areas.
10. Where still possible in Eden and Washington Townships and in the Livermore-Amador Valley, development will expand from the nucleus of existing communities in a limited and orderly fashion and will not produce a continuous sprawl of urbanization.
11. Some submerged land will be filled in the Alameda-Oakland-Berkeley area for all major types of land use.
12. Richly productive crop lands between and around communities in southern and eastern Alameda County will be retained in agricultural uses.
13. Rolling hills and mountainous lands will continue to be utilized for field crops and grazing.

PRELIMINARY LAND USE PLAN
ALAMEDA COUNTY 1955



PRELIMINARY TRANSPORTATION PLAN ALAMEDA COUNTY

A. MAJOR THOROUGHFARES - FIRST MAGNITUDE



14. Parks and recreation areas will be developed for local use, and regional recreation facilities will be developed to serve the populations in new areas of urbanization.

The County-wide Preliminary Transportation Plan

Only those routes considered to be of major significance are indicated on the Preliminary Transportation Plan. Extensive research and coordination with the various cities, on both land use and transportation planning, as well as with the State will be necessary before the plan for streets and highways can be precised.

Major thoroughfares of first magnitude are those freeways or limited access highways proposed to carry the highest volumes of traffic, with two to four moving lanes in each direction separated by a median strip, having a minimum of access points, and grade separated crossings for vehicular and rail traffic.

Major thoroughfares of second magnitude are those routes proposed to carry high volumes of traffic, with two to three moving lanes plus a parking lane in each direction, a median strip where practicable, and with traffic signals at the limited number of intersections.

Planning Units in the County

For purposes of study and analysis in the planning process, the County has been divided into five planning units. Each constitutes a convenient planning area having sufficiently common characteristics regarding topography, patterns of land use or planning problems. The units are:

1. Central Metropolitan Area--the complex of six cities: Albany, Berkeley, Piedmont, Emeryville, Oakland and Alameda. Except for the tidelands this area is almost entirely developed and is not discussed in detail in the initial preliminary plan report which deals with areas undergoing rapid urbanization and requiring immediate plan formation and decision.
2. Eden Township--the metropolitan fringe area, including San Leandro and Hayward.
3. Washington Township--the southern Bay plain.
4. Pleasanton and Murray Townships, featuring the Livermore-Amador Valley.

5. Shoreline Area--that portion of the County which fronts on and is submerged by the Bay.

Eden Township Unit of the Preliminary Plan

Eden Township was selected as a planning unit because its boundary lines coincide with the metropolitan urban fringe in the County. Physically it is an integral portion of the Bay plain which contains the central metropolitan area to the north, and semi-rural areas to the south. The Township extends from the Bay on the west and into the hills on the east. Included within its boundaries are the Cities of San Leandro and Hayward, and the communities of Castro Valley, Mt. Eden, Russell City, San Lorenzo and Washington Manor.

The plan proposes that Hayward will continue to be the major center for the Township, and that this function will keep pace with the expansion of social and economic activities in the Township. The major change in business and commercial land use in San Leandro will be the establishment of a major shopping center in the southern part of that city. Existing business and commercial centers in Castro Valley, Ashland and San Lorenzo will fulfill a potential for growth, based largely upon local community needs. New community shopping centers will be required in the Mt. Eden and South Hayward areas as residential growth continues. Other minor centers, not indicated on the plan, will provide neighborhood shopping facilities, spaced apart at reasonable distances.

The plan proposes that industrial development in Eden Township will continue at a high level, with the area west of the Hayward Airport being a major center for new industries. The airport will remain to perform functions of a major air cargo and light aircraft terminal, and further provide a buffer between industrial and residential uses. No plans are being projected in the area of the approach zone southeast of the airport until the special problems related to the airport development have been solved.

It is believed that the potential need for industrial land is not great enough to warrant the reservation of continuous frontage for this use along all railroads in the Township. Considering this as well as other land use requirements, industrial locations have been proposed in separate areas in and adjacent to San Leandro and Hayward, west of the Hayward Airport, southwest of Mt. Eden, and in the Decoto-Valle-Vista area.

It is proposed that residential development will continue to absorb much of the flatter land in the Township, and that a lower density of development will occur in hill areas

as utilities and other services and facilities become available. Higher densities of residential development will become more pronounced near the central areas of Hayward, San Leandro, and Castro Valley.

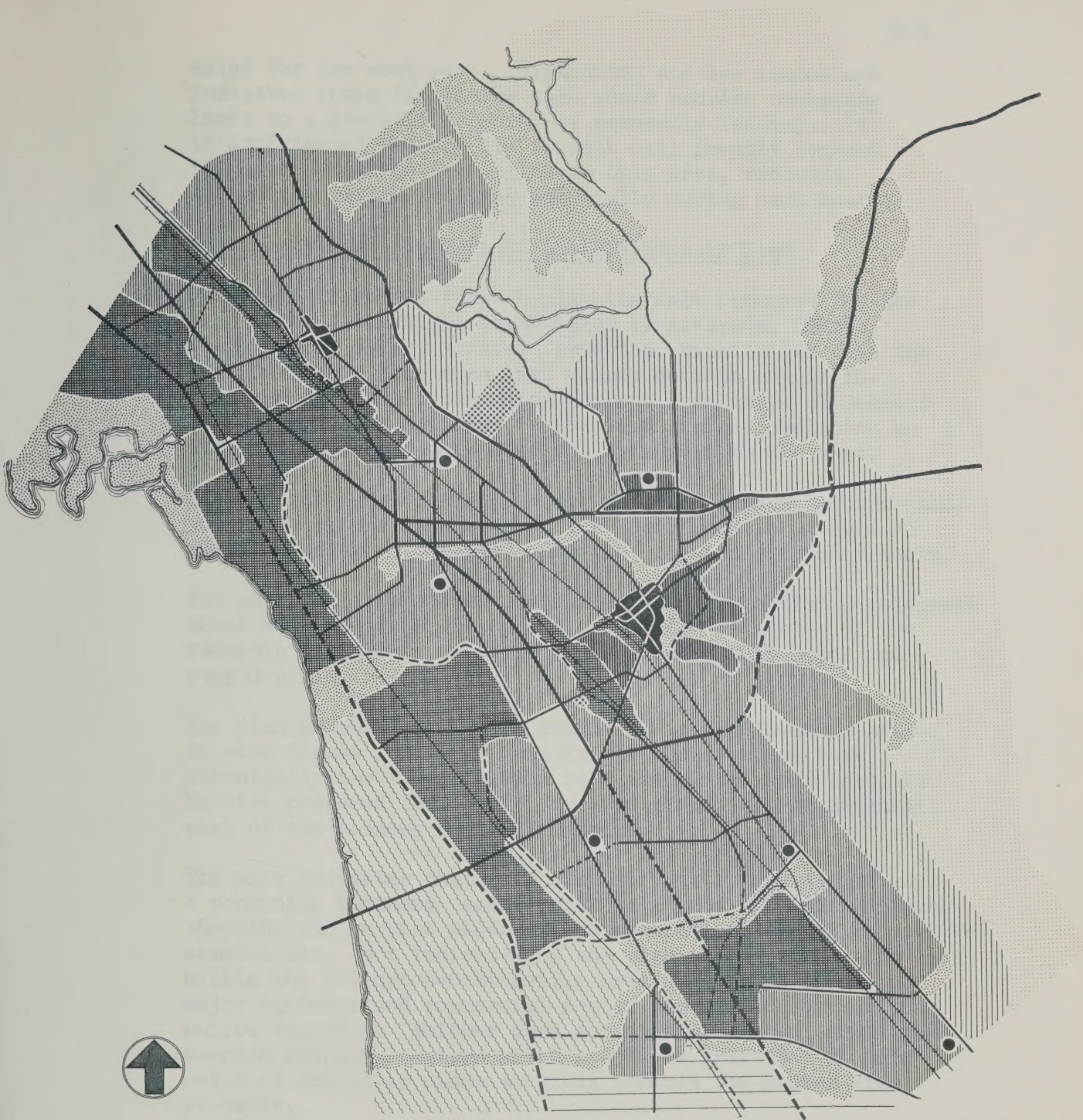
Agriculture will continue only in selected areas on relatively small parcels of land in the Bay plain portion of Eden Township. Hill lands east of hillside residential areas will continue to support cattle and grain production.

Most seriously lacking in Eden Township at present is the adequate reservation of recreation and park lands. It is proposed in the preliminary plan that recreation and park areas will be developed to provide room for a variety of recreational activities as well as separation between communities, and preservation of areas of natural beauty. In the north of the Township the existing regional park system is indicated. The plan proposes that other major recreational areas should be developed in Crow Canyon, and in the vicinity of Mulford Gardens. The latter would be the extension of a park area proposed in the Shoreline Development Plan of the City of Oakland. A second shoreline recreational area is shown southwest of San Lorenzo Village.

The plan proposes that narrow greenbelt parks be developed adjacent to San Lorenzo Creek, and in an area extending southeast from central Hayward. A third such park is proposed separating Eden and Washington Townships, and including lands subject to flood problems.

Major Thoroughfares in Eden Township

Eden Township is the source of much of the daily traffic into and away from the central portion of the metropolitan area. It must contain adequate facilities for this movement as well as east-west through traffic between the central metropolitan area and Livermore and points beyond, between the central metropolitan area and San Jose and points beyond, and between the Peninsula and Livermore and points beyond. The plan indicates the extension of several existing thoroughfares of first magnitude: the Eastshore Freeway to the south, the Castro Valley Freeway to the east, and an extension of the route along the San Mateo Bridge Road and Harder Road east through the Hayward hills and Crow Canyon. An additional major thoroughfare of first magnitude is proposed to serve primarily industrial traffic, and roughly parallels the bay shore. This would extend from Doolittle Drive and the Oakland area at the north to the San Jose area at the south. Major thoroughfares of second magnitude are indicated where facilities presently



EDEN TOWNSHIP A PRELIMINARY PLAN

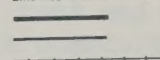
LAND USE

	SUBURBAN RESIDENTIAL	1 to 3 fam/ac
	LOW DENSITY RESIDENTIAL	4 to 6 fam/ac
	MEDIUM DENSITY RESIDENTIAL	more than 6 fam/ac
	CENTRAL BUSINESS and COMMERCIAL	
	COMMUNITY BUSINESS CENTERS	
	INDUSTRIAL	
	INSTITUTIONAL	
	PARKS and RECREATIONAL	
	CULTIVATED AGRICULTURAL	
	UNCULTIVATED AGRICULTURAL	
	SALT EXTRACTION PONDS	

CIRCULATION

MAJOR THOROUGHFARES
FIRST MAGNITUDE
SECOND MAGNITUDE
RAILROADS

EXISTING or to be EXPANDED



PROPOSED



exist for the most part. Expansions and new routes are indicated where facilities that would provide necessary links to a complete network are presently lacking. It is anticipated that public transit will greatly augment the transportation facilities in this area, reducing automobile traffic volumes especially during peak hours.

Washington Township Unit of the Preliminary Plan

Washington Township forms a planning unit composed for the most part of the eight communities of Alvarado, Decoto, Centerville, Niles, Newark, Irvington, Mission San Jose and Warm Springs. This area lies midway between and is influenced by the two expanding metropolitan areas of Oakland to the north and San Jose to the south while developing an increasing relationship with the Peninsula to the west.

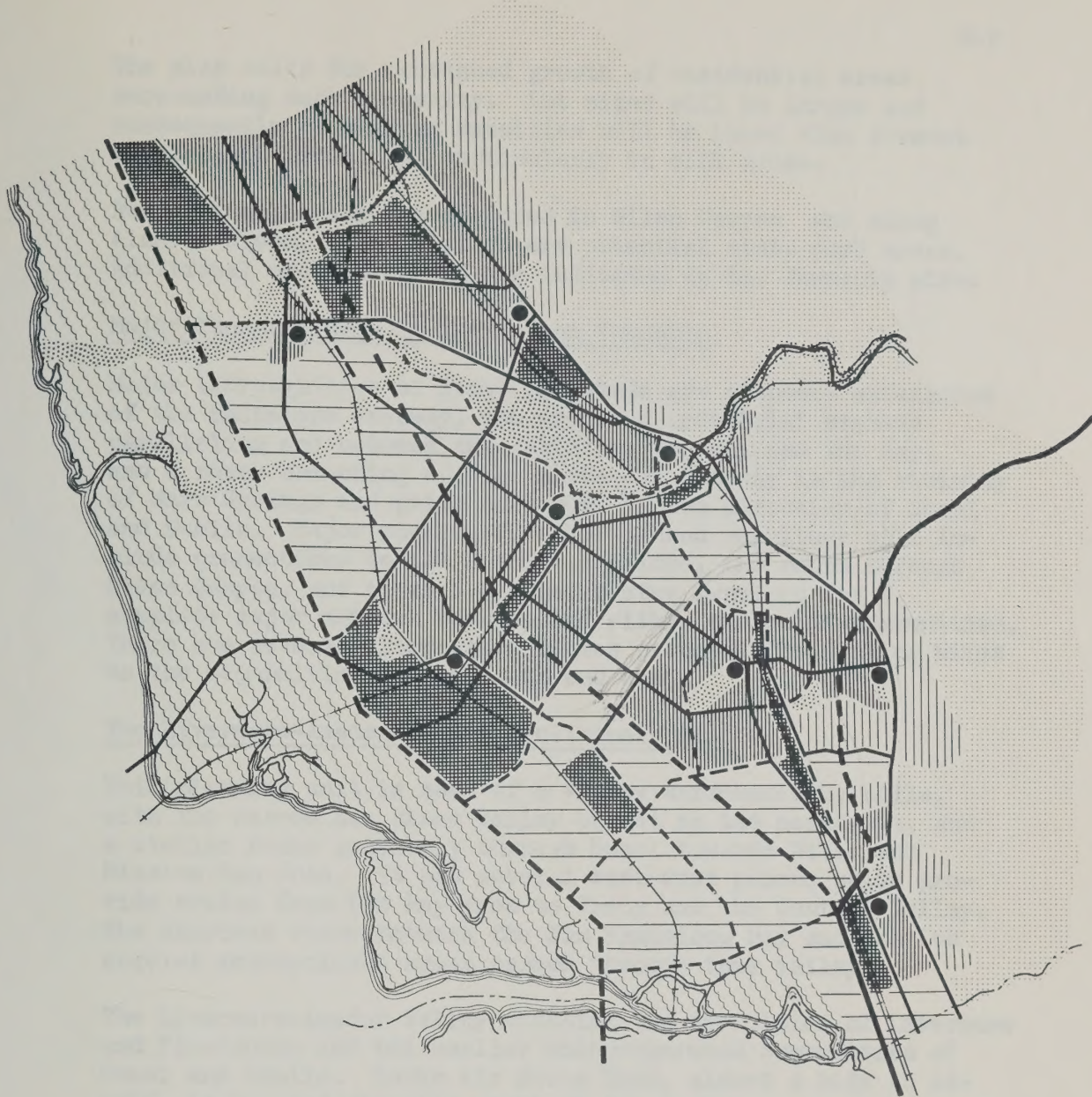
Of the eight communities, Newark recently became incorporated, with much of the remainder of the Township soon to hold an election for incorporation into the proposed city of Fremont.

The past five years have seen extensive residential development about most of the eight communities. The remainder of the Township is made up of agricultural lands, salt ponds and rugged hills.

The plan proposes that each community in the Township will to some degree retain an individual character but that essentially the Township will be a well-integrated unit. It is also proposed that agriculture will remain a fundamental part of the economy of the Township.

The plan indicates that each community will have as its core a community business center which will grow to meet the local shopping and service needs of the populations in the respective communities. Not indicated on the plan is the assumption that within the Irvington-Centerville area will be developed a major business and commercial center capable of serving the entire Township. Neither does the plan show local or neighborhood shopping centers which are to be indicated on more detailed community plans as study towards the Master Plan proceeds.

The plan proposes that predominant industrial growth in the Township will occur in the areas of Newark and Decoto. Here large tracts of land are available and are served by major railroads. Industrial development in these areas may be expected to feature a low ratio of workers per acre and large acreages per establishment. Additional areas in other portions of the Township will be developed for industrial uses and will provide opportunities for local employment within communities.



WASHINGTON TOWNSHIP

A PRELIMINARY PLAN

LAND USE

	SUBURBAN RESIDENTIAL	1 to 3 fam/ac
	LOW DENSITY RESIDENTIAL	4 to 6 fam/ac
	COMMUNITY BUSINESS CENTERS	
	INDUSTRIAL	
	PARKS and RECREATIONAL	
	CULTIVATED AGRICULTURAL	
	UNCULTIVATED AGRICULTURAL	
	SALT EXTRACTION PONDS	

CIRCULATION

MAJOR THOROUGHFARES	EXISTING or to be EXPANDED	PROPOSED
FIRST MAGNITUDE		
SECOND MAGNITUDE		
RAILROADS		

SCALE IN THOUSAND FEET
0 4 8 12



The plan calls for continued growth of residential areas surrounding each community. Lot sizes will be larger and consequently population densities will be lower than present development indicates, particularly in hill areas.

Recreational areas are proposed in Niles Canyon and along Alameda Creek, both of which are potential state park areas. Additional areas proposed are indicated in the Township plan.

Major Thoroughfares in Washington Township

Major thoroughfares of first magnitude are proposed extensions of the Eastshore Freeway, the proposed industrial highway paralleling and between the Eastshore Freeway and the Bay, and a route branching off the Eastshore Freeway in the vicinity of Warm Springs and going northeast in the direction of Sunol and Dublin. Major thoroughfares of second magnitude will include connections to the Dumbarton Bridge, the route through Niles Canyon, and other indicated routes required for a complete major network between and within the local communities. There are several alternative routes proposed for linking Niles to the communities to the south and west.

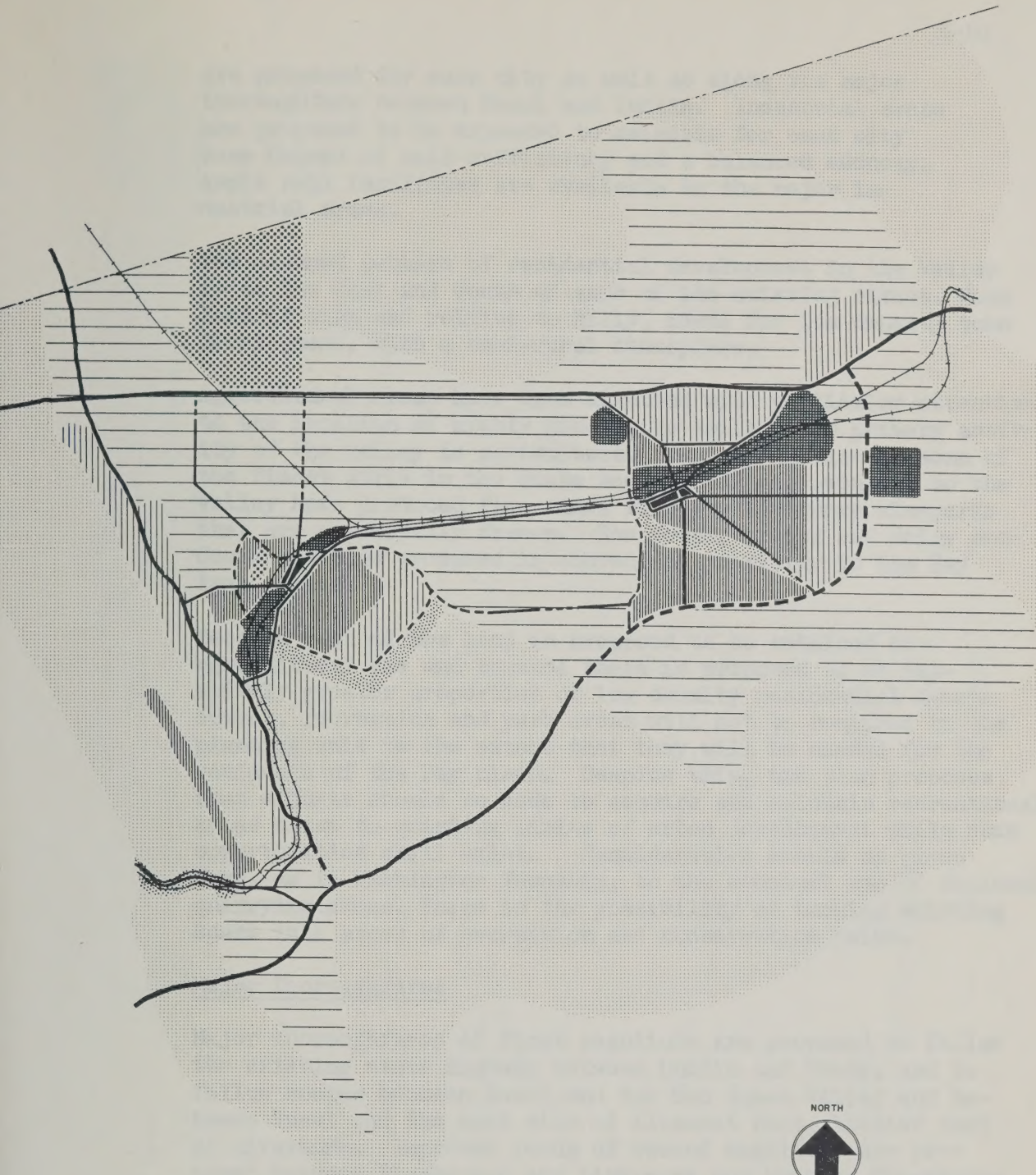
The Livermore-Amador Valley Preliminary Plan

This planning unit is that of a valley surrounded by hills, with the narrow San Ramon Valley outlet at the northwest, and a similar route southerly through Sunol towards Niles and Mission San Jose. It has several east-west passes which provide routes from the Bay Area to Tracy and the Central Valley. The shortest route between the San Francisco Bay and the Los Angeles metropolitan areas passes through this valley.

The Livermore-Amador Valley contains the two cities of Livermore and Pleasanton and the smaller unincorporated communities of Sunol and Dublin. Parks Air Force Base, almost a city in itself, is located directly north of Pleasanton.

The preliminary plan proposes that most of the growth in the unit will be centered around the two existing cities, and that a major portion of the more productive agricultural lands will remain in agricultural use during the next several decades. This use will separate the two major urban areas physically, and provide for the major large-scale farm operations in the County.

Existing commercial centers in the two cities are proposed to form the nucleus of commercial expansion that will keep pace with the growth of residential areas. Neighborhood shopping centers, not indicated on the plan, will be required at various locations within each city. Low density residential areas



LIVERMORE - AMADOR VALLEY

A PRELIMINARY PLAN

LAND USE

-  SUBURBAN RESIDENTIAL 1 to 3 fam/ac
-  LOW DENSITY RESIDENTIAL 4 to 6 fam/ac
-  CENTRAL BUSINESS and COMMERCIAL
-  INDUSTRIAL
-  INSTITUTIONAL
-  PARKS and RECREATIONAL
-  CULTIVATED AGRICULTURAL
-  UNCULTIVATED AGRICULTURAL

CIRCULATION

- MAJOR THOROUGHFARES
- FIRST MAGNITUDE
- SECOND MAGNITUDE
- RAILROADS

EXISTING or to be EXPANDED



PROPOSED



are proposed for each city as well as along the major thoroughfare between Sunol and Dublin. Industrial areas are proposed to be expanded to maintain for each city some degree of self-sufficiency and a balanced economy. Ample rail facilities are available in the major industrial areas.

The planned pattern of residential development in the Valley is to the east and south of each of the existing cities. Here land is high and rolling to hilly, ideal for low density home development, with a semi-rural atmosphere.

Agricultural areas have been allotted with particular attention to the location of highly productive soils. The primary activity of the valley is agriculture. The combination of some of the finest soils in the State and the climate peculiar to the valley have produced fine wines from the Livermore vineyards that are universally famous. Row crops, grains and dairy products are also produced in convenient proximity to the Bay Area market.

Because much of the land is proposed to be retained in agricultural use and because there is proposed to be relatively greater proportion of low density residential development, recreation and park areas will not be required in the planning unit to the extent that they will be needed for the residents of the Bay plain. Despite this, the plan proposes that efforts should be made to acquire and maintain recreational areas close to existing limits of urban development while such opportunities still exist. Consideration should be given here, as in Washington Township, to the eventual use of depleted quarrying areas. There is the possibility of turning existing scars into areas of recreation and conservation value.

Major Thoroughfares

Major thoroughfares of first magnitude are proposed to follow the existing state highway between Dublin and Tracy, and to follow routes between Sunol and the San Ramon Valley and between Sunol and the west side of Altamont Pass, located east of Livermore. Improved roads of second magnitude are proposed between Pleasanton and Livermore and between Pleasanton and Parks Air Force Base as well as within the urban area of each of the cities.

The Shoreline

The Revised Beach and Shoreline Plan for Alameda County, adopted in 1954, was prepared in cooperation with the cities of Alameda County to establish a system of priorities for state acquisition of lands appropriate for waterfront recreation. The plan envisions major recreation areas

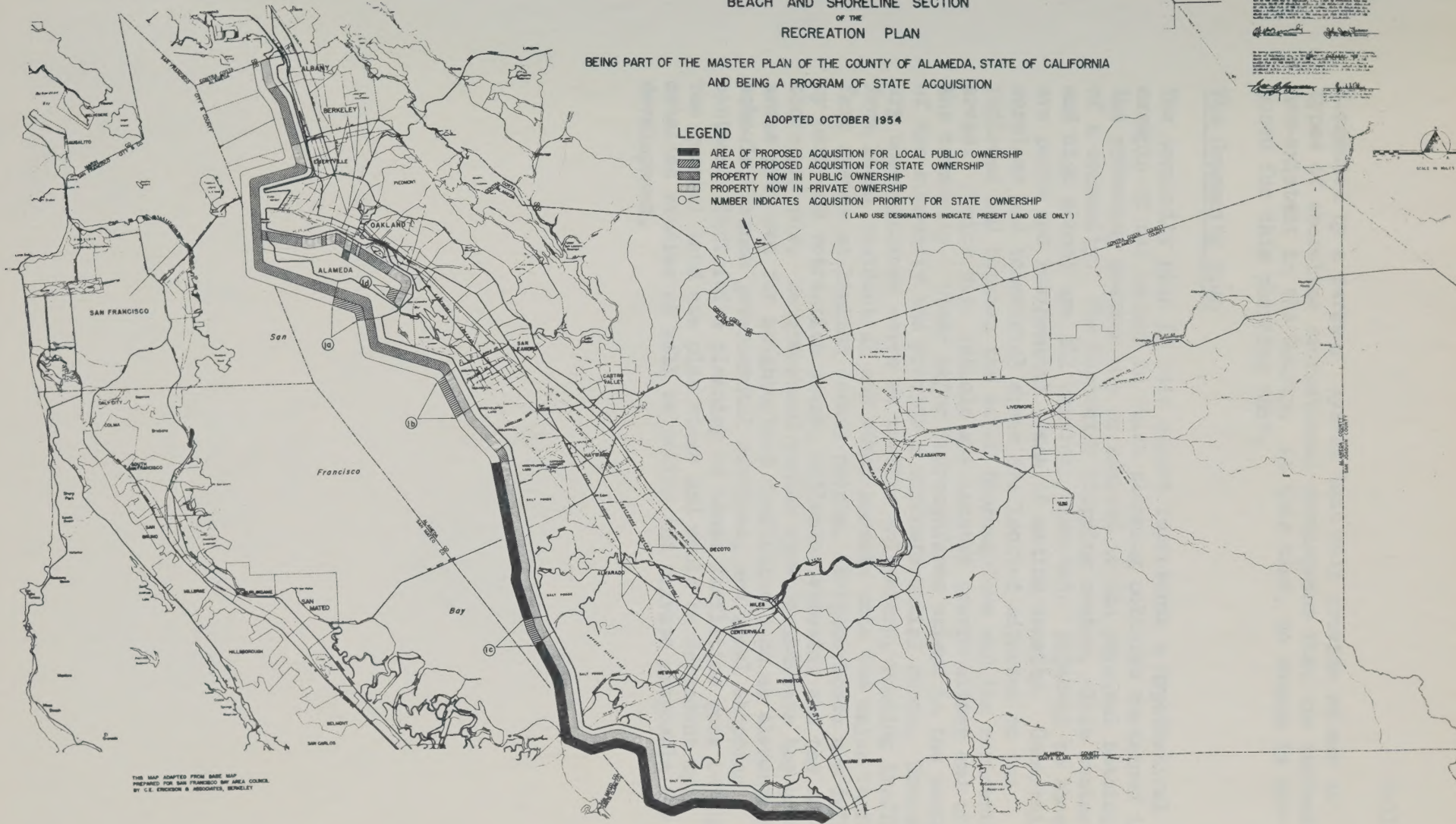
BEACH AND SHORELINE SECTION OF THE RECREATION PLAN

BEING PART OF THE MASTER PLAN OF THE COUNTY OF ALAMEDA, STATE OF CALIFORNIA
AND BEING A PROGRAM OF STATE ACQUISITION

ADOPTED OCTOBER 1954

LEGEND

- AREA OF PROPOSED ACQUISITION FOR LOCAL PUBLIC OWNERSHIP
 - ▨ AREA OF PROPOSED ACQUISITION FOR STATE OWNERSHIP
 - ▤ PROPERTY NOW IN PUBLIC OWNERSHIP
 - ▥ PROPERTY NOW IN PRIVATE OWNERSHIP
 - NUMBER INDICATES ACQUISITION PRIORITY FOR STATE OWNERSHIP
- (LAND USE DESIGNATIONS INDICATE PRESENT LAND USE ONLY)



THIS MAP ADAPTED FROM BASE MAP
PREPARED FOR SAN FRANCISCO BY AREA COUNCIL
BY C.E. CRONIN & ASSOCIATES, BERKELEY

connected by a parkway system that will provide access to types of shoreline recreational development that are currently non-existent in the County. At this time, no change is proposed for this planning unit.

The Community Plan

The community plan in this report represents a hypothetical example of the manner in which planning policies contained in the preceding section may be adapted to the physical setting of a community. The community shopping center, civic center and high school are all centrally located. Adjacent to these are parks and residential areas of medium density. Commercial services and industrial areas are located adjacent to the railroad and between the major thoroughfare and the residential areas. Junior high schools are located toward either end of the community. Other major thoroughfares extend to the center of the community and provide a circumferential route. Secondary thoroughfares serve as traffic collectors, routing traffic from local residential and other streets unto the major thoroughfare system at limited access points. Neighborhoods are defined by park and recreation areas, collector streets, and the major thoroughfares. Neighborhood center symbols indicate the general areas proposed for neighborhood facilities such as elementary schools, branch governmental services, and local shopping centers. Definitive planning of these facilities goes beyond the general land use plan stage and would be dependent upon detailed studies as well as public and private proposals for development.



A COMMUNITY PRELIMINARY PLAN

LAND USE

	SUBURBAN RESIDENTIAL	1 to 3 fam/ac
	LOW DENSITY RESIDENTIAL	4 to 6 fam/ac
	MEDIUM DENSITY RESIDENTIAL	more than 6 fam/ac
	NEIGHBORHOOD CENTER	
	JUNIOR HIGH SCHOOL	
	SENIOR HIGH SCHOOL	
	CIVIC CENTER	
	COMMUNITY SHOPPING CENTER	
	COMMERCIAL SERVICES	
	INDUSTRIAL	
	PARKS and RECREATIONAL	
	CULTIVATED AGRICULTURAL	
	UNCULTIVATED AGRICULTURAL	

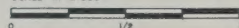
CIRCULATION

MAJOR THOROUGHFARES	
FIRST MAGNITUDE	
SECOND MAGNITUDE	
SECONDARY THOROUGHFARE	
RAILROAD	

NORTH



SCALE IN MILES





THE FUTURE: PROGRAMS FOR PLANNING

PROPOSED WORK PROGRAM OUTLINE
FOR PREPARATION AND ADOPTION OF THE MASTER PLAN

In order that the significance of preliminary plan proposals may be realized in the master plan process, they must be related to a work program for the preparation and adoption of the master plan. The immediate objective of the proposed work program outline that follows is to provide a general procedural guide indicating the relationships in the sequence and overlapping of steps, and the responsibilities involved in the master plan preparation.

The program outline is not intended to establish deadlines at this time. No reasonable deadlines can be scheduled until the Staff complement is achieved, until action is taken one way or another on the Staff proposal to contract for data on population and on economic activity with a research consultant, and until after the research program has been further defined and the availability of required data is determined.

Under optimum working conditions, it is believed that the basic elements of the master plan can be completed and ready for public hearings in approximately two years. Under working conditions of minimum standards the time required may be doubled. It is anticipated that public hearings before the Planning Commission and the Board of Supervisors will take one to two years. Following official adoption of the basic master plan elements the advance planning program will consist of the preparation of additional elements, work on means of putting the master plan into effect, and periodic review and revision in the light of changing conditions.

In brief, it is proposed that the program for preparation and adoption of the master plan consist of three plan stages and products:

Stage I. Preliminary Plan: Development of a statement of broad planning policies and plan design representing current best thinking, endorsed in principle by the Planning Commission and the Board of Supervisors, and submitted for public review and comment. This would be capable of being refined and amended periodically during the second stage.

Stage II. Proposed Master Plan: Development of the master plan in the form proposed for official adoption, to serve as the vehicle for public hearings.

Stage III. Master Plan: Development of an officially adopted master plan containing the basic elements required by law.

The objectives, basic features of the plan, and the procedures and responsibilities involved at each of the proposed stages are set forth in the following outline:

Stage I: Preliminary Plan

Objective: To produce a Preliminary Plan

Basic Features of the Plan:

1. Primary Purposes: To provide:
 - (a) A general framework for the more detailed decisions and planning to follow.
 - (b) A document that can serve as a basis for policy decisions regarding physical development during the interim until more detailed planning is accomplished.
2. Bases: Best current thinking on:
 - (a) Immediately available information.
 - (b) Observed general trends.

- (c) Current knowledge of community desires, gained through past expressions of the public to the Planning Commission and Staff.
 - (d) Generally accepted planning concepts.
3. Primary Characteristics: The preliminary plan will have:
- (a) Policy statements consisting of general assumptions and broad objectives and principles regarding the physical development of Alameda County.
 - (b) Application of the broad policies to the physical setting of Alameda County: the outline allocation of areas of major land uses and major thoroughfares throughout the county.
 - (c) Capability of being progressively refined. As alternatives and the conclusions from research studies are considered, the policies may be expanded and made more definite: the plan can be "filled in".

Procedures: Responsibilities

1. Planning Staff in cooperation with the other planning agencies within the County to submit a draft of preliminary plan, including broad planning policies, indication of alternatives, and plan maps. This is represented by the present report.
2. Planning Commission to consider and endorse in principle the preliminary plan proposals (the policies and plan maps).
3. Board of Supervisors to consider and endorse in principle preliminary plan proposals.
4. Preliminary plan submitted to public, city and County officials, city planning commissions and staffs, and citizen groups, to provide opportunity for representative public review, discussion, and reporting back to Board of Supervisors, County Planning Commission and Staff and to provide opportunity for coordination among the work of the various planning commissions.

Stage II: The Proposed Master Plan

Objective: To produce a proposed master plan.

Basic Features of the Plan:

1. Primary Purpose: To provide a complete master plan proposal that can be presented to the public as a means of gaining public reaction and support.
2. Bases:
 - (a) Preliminary Plan.
 - (b) Public needs and desires, as expressed by reports from the Planning Commission, Board of Supervisors, city planning commissions, and other representatives of the public on the Preliminary Plan.
 - (c) Research findings and conclusions.
 - (d) Generally accepted planning concepts.
3. Primary Characteristics: The plan will include the basic elements required by the Government Code:
 - (a) Complete set of policy statements, consisting of assumptions, objectives, principles and standards, regarding the long range, comprehensive, general, physical plan for the conservation and development of Alameda County.
 - (b) Application of these policies on the plan maps, which will deal with land use and circulation, including public utilities and facilities.
 - (c) Statement of population density and building intensity standards.
 - (d) Also, the plan will be capable of being modified for official adoption.

Procedures: Responsibilities

1. Planning Staff and possible consultant, with cooperation of the various city planning commissions, to develop research surveys and studies covering all factors for which data is required for the master plan. (A tentative outline of the types of studies and information required is contained in the concluding section of the report.)
2. Planning Staff and possible consultant to present research findings and conclusions to Planning Commission.
3. Planning Staff to revise and expand planning policies to include more definitive principles and standards, basing decisions on research findings and conclusions, and upon valid reactions to the Preliminary Plan.
4. Planning Staff to design proposed master plan, incorporating revised set of policies and research findings and conclusions.
5. Planning Commission to consider and endorse Proposed Master Plan, and to publish for official and public review.

Stage III: Master Plan

Objective: To adopt officially a Master Plan.

Basic Features of the Plan:

1. Primary Purpose: To provide a long range, comprehensive and general guide for the physical conservation and development of Alameda County.
2. Bases:
 - (a) The Proposed Master Plan.
 - (b) Commission recommendations, based upon results of public hearings, and reports from city planning commissions and other representatives of the public.
 - (c) Board of Supervisors determinations, based upon Commission recommendations and results of public hearings.

3. Primary Characteristics:

- (a) Composed of the basic elements and supporting data specified in the Government Code.
- (b) Capability of being periodically reviewed and amended to meet changing conditions, maintain long range goals, and establish additional elements.

Procedures: Responsibilities

- 1. Planning Commission to hold public hearings on adoption of the Master Plan.
- 2. Planning Commission to adopt the Master Plan according to the determinations of the public hearings and reports from city planning commissions and other representatives of the public, and to recommend the Master Plan for adoption by Board of Supervisors.
- 3. Board of Supervisors to hold public hearings on adoption of the Master Plan.
- 4. Board of Supervisors to adopt the Master Plan according to the determinations resulting from the public hearings.

Upon adoption of the Master Plan, a program will be established for the periodic review and revision of the Master Plan in the light of changing conditions, for the preparation of amendments to include additional elements, and for establishing means for effectuating the Master Plan.

PROPOSED RESEARCH PROGRAM OUTLINE

Essential background material for planning is provided through the research program. Its purpose is to gain a panoramic and factual viewpoint of the physical setting of the County, the opportunities and limitations inherent in the natural environment, the physical changes man has made and is likely to make in this setting, and projected trends in the growth and needs of population, business, commerce and industry. In the development of a master plan these factors must be considered in relation to realistic citizen desires regarding the future of Alameda County. From this combination will emerge definitive principles and standards which may be applied in the master plan.

Ultimate objective of the research program is to provide a factual basis for planning the optimum development of Alameda County, through an analysis of potentials as well as demands for physical conservation and development. Potentials and demands are related to both the opportunities and limitations provided by our physical environment, and to the social and economic forces causing growth, development and change.

Some Questions That Need Answers

What major economic activities have aided growth of the County? Why did they locate here? What has the County to offer for the further expansion of economic activity? What are the relative advantages and disadvantages of location in Alameda County as compared to other parts of the Bay Area? What types of economic activities may be expected to expand in the County? How much? Where are the best locations for the types and amounts of new industry that can be expected? What will the effect of new industries be on new jobs, larger population, transportation needs?

How much will the population increase each decade? What areas will best meet the need for new residences? What sizes will families be? What types of dwellings will they require? What kinds and amounts of recreational areas will be needed? How many schools will be needed?

What will be the sizes of family incomes? Their purchasing power? Where should shopping facilities be located? How much area will they require? What will be the needs and requirements for commercial services? What will be the future of agriculture? These and other questions must be answered through valid research techniques that will allow informed judgments to be made about the future. There are many questions such as the above that cannot be properly resolved until findings and conclusions from a comprehensive research program are derived and are represented in an official master plan.

Data obtained will be valuable not only to the official planning program but to other public agencies and private groups and individuals. The County Planning Office is often the first resource of many persons seeking basic information and data about Alameda County.

Major Characteristics of a Planning Research Program

Research will cover the following major subjects:

1. Natural physical features.
2. Land use: how the land and buildings on the land are used.
3. Transportation facilities: routes, terminals, adequacy, efficiency.
4. Public services and facilities: adequacy and efficiency of service.
5. Governments: responsibilities, programs.
6. Population: distribution, characteristics.
7. Economic activities.

Planning research will involve surveys of:

1. Existing conditions.
2. Trends.
3. Historical factors causing existing conditions.
4. Major proposals and plans of other organizations dealing with conservation or development within the County.
5. Relative position of Alameda County in relation to the Bay Area, California, the U. S.

Planning research will require studies, analyses, correlations of factors and interpretations leading to informed judgments on:

1. Major factors and forces affecting future development.
2. Forecasts.
3. Needs.
4. Optimum standards.
5. Potentials.
6. Definitive planning principles.

Of major importance to the research program is the necessity for correlating the many elements to be studied. As an example, forecasts of population sizes and distribution are dependent upon the interplay of such factors as location of new industries, types of new industries, employment opportunities, availability of lands for residential development, transportation facilities, and upon certain relative advantages and disadvantages that Alameda County will have as compared to the rest of the Bay Area. Because of the need for correlating various aspects of research, the research program should be planned at the outset in a comprehensive manner to avoid duplication of efforts, omissions and retracing of steps. The following is a suggested outline indicating major factors to be considered. This list should be refined further and arranged in order of priorities before data collection is started.

Suggested Outline of Types of Surveys, Studies and Data Required for Preparation of the Master Plan

Natural physical features: surveys of existing conditions; studies of potentials for conservation and use, limitations, and relative position in metropolitan area and California:

SOIL: types of capabilities, bearing capacities, erosion, drainage.
 WATER RESOURCES: runoff, streams, reservoir sites, water table.
 MINERAL RESOURCES: quarry products, clay, salt, other.
 VEGETATION: grazing areas, wooded areas.
 CLIMATE: rainfall, temperature, prevailing wind.
 OTHER NATURAL FEATURES of scenic, historic or recreational importance.

Land use: surveys of existing conditions; studies of trends and causes in development, standards of development, potentials for development, technological advances affecting land uses, important proposals for development, and forecasts of future development.

TYPES OF USE: residential, business, commercial service, industrial, agricultural, recreational, institutional, etc.

INTENSITY OF USE: area covered by structures, number of workers in industrial developments, capacities of places of public assembly.

PROPERTY OWNERSHIP: sizes of parcels, public or quasi-public lands.

QUALITY OF DEVELOPMENT: blighted areas; areas of poor, average, above average construction and character; historical structures or areas worthy of preservation; assessed valuations.

Transportation facilities: surveys of existing development; studies of needs, inadequacies; surveys of proposals and plans for development; studies of required standards; forecasts of future needs; and relative position of Alameda County in relation to the Bay Area.

TRAFFICWAYS: freeways, highways, major thoroughfares, volumes of traffic.

MASS TRANSIT: routes, volumes, stations.

RAILROADS: routes, traffic volumes, facilities, ownership of land.

PORT FACILITIES: area served, traffic volumes.

AIRPORTS AND AIRWAYS: types, traffic volumes, flight patterns.

Public services and facilities: surveys of existing development; studies of needs, inadequacies, standards, potentials for development; and forecasts of future needs.

SCHOOLS: location, sizes, areas served, capacities, enrollment.

PARKS AND RECREATION: locations, sizes, facilities.

LIBRARIES: locations, sizes, areas served.

PROTECTION SERVICES: locations of stations, areas served.

Fire

Police

Health and sanitation

UTILITIES: locations of major facilities, sources, areas served.

Water
Sanitary sewers and disposal plants
Electricity
Natural gas
Refuse collection and disposal
Flood control
Conservation projects

Governments: Surveys of existing conditions, proposals, plans, assumptions about future.

COUNTY: pertinent legislation, financing, proposed development.
INCORPORATED AREAS: boundaries, planning programs and official plans.
SPECIAL DISTRICTS: boundaries, services, financing, proposals.
OFFICIAL REGIONAL PROGRAMS: pertinent legislation, plans.
STATE: pertinent legislation, programs, plans.
FEDERAL: pertinent legislation, programs, plans.

Population: studies of distribution, existing sizes, trends, forecasts, relative position of Alameda County in relation to Bay Area, California, U. S.

TOTAL POPULATION
AGE GROUPS
SEX
FAMILY SIZES
OCCUPATIONS

Economic base: studies of existing conditions, trends, technological advances affecting trends, forecasts, and relative position of Alameda County in relation to Bay Area, California, U. S.

EMPLOYMENT: types, sizes of employment groups, labor supply centers, centers of demand for labor.
INCOME: family incomes and purchasing power.
INDUSTRY: types, volume of activities, resources, locational requirements, employment densities, potentials, proposals for development.
BUSINESS AND COMMERCE: types, volume of activities, markets, locational requirements, employment densities, potentials, standards.
AGRICULTURE: types, volume of activities, markets, locational requirements, employment.

BIBLIOGRAPHY

Legislation

County of Alameda, The Zoning Ordinance of the County of Alameda, with amendments up to and including October, 1954.

Current Zoning Ordinances for the following cities:
Alameda, Albany, Berkeley, Emeryville, Hayward,
Livermore, Oakland, Piedmont, and San Leandro.

State of California, Government Code, Title 7, Conservation and Planning, as amended June, 1955.

Books and Reports

Bollens, John and Stanley Scott, Local Government in California. Berkeley: University of California Press, 1951.

California State Chamber of Commerce, Economic Survey of California and Its Counties, reprinted from California Blue Book, 1950.

Chamber of Commerce of the United States, City Planning and Urban Development, 1952.

City of Berkeley, Berkeley Master Plan, 1955.

City of Hayward, A Master Plan for Future Development, 1953.

City of Oakland, Shoreline Development, 1951.

City of San Francisco, The Master Plan of the City and County of San Francisco, 1951, 1953.

County of Alameda, Annual Reports for fiscal years 1939-1940, 1950-1951, 1952-1953, 1953-1954, and 1954-1955.

County of Contra Costa, Annual Report of the Contra Costa County Planning Commission, July 1954-October 1955.

County of San Mateo, County-Wide Master Plan Project, Program and Schedule, 1955.

County of Santa Clara, Annual Report of the County of Santa Clara Planning Department, 1955.

International City Managers' Association, Local Planning Administration. Edited by Howard K. Menhinick et al. 2d ed. revised. Chicago, 1948.

Land Development Committee of Alameda County, The Future Development of Eden and Washington Townships, 1954.

Mills, Earl O., et al., Zoning and Civic Development. Washington: Chamber of Commerce of the United States, 1930.

Oakland Chamber of Commerce, mimeographed population and economic data from the Research Department.

San Francisco Bay Area Council, Regional Planning Needs of The San Francisco Bay Area, 1954.

San Francisco Bay Area Rapid Transit Commission, Preliminary Report, 1953.

State of California, Part Seven, Fiscal Problems of Urban Growth in California, Report of the Senate Interim Committee on State and Local Taxation, 1953.

_____. Planning for Growth, Report on the Status of City and County Planning in California prepared by the Assembly Interim Committee on Conservation, Planning and Public Works, 1955.

Thompson, Warren S., Growth and Changes in California's Population. Los Angeles: The Haynes Foundation, 1955

U. S. Bureau of the Census, Census of Manufactures: 1947. Vol. III. Washington: Government Printing Office, 1950.

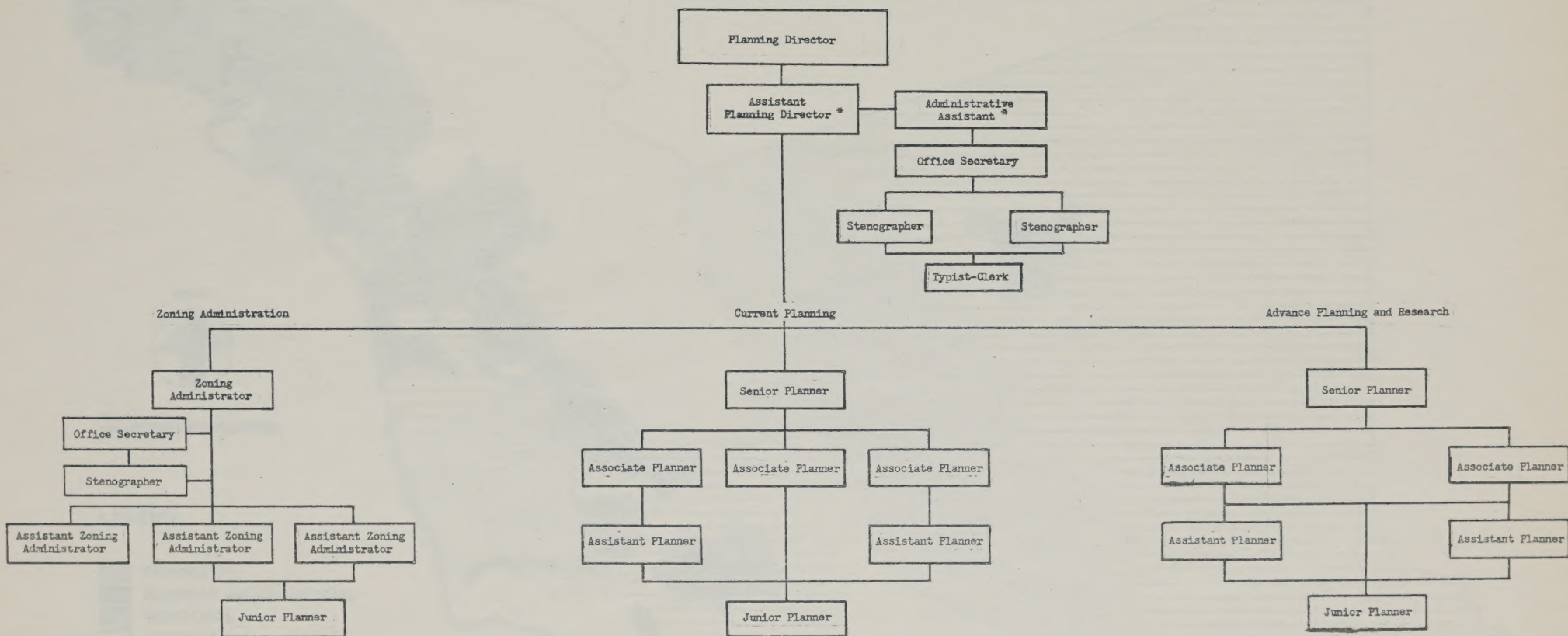
Washington Township Study Group, Report of Planning Policies, 1955.

Unpublished Materials

East Bay Population Forecast Study Group, Preliminary
Tabulations Completed in a Study Directed Toward the
Formulation of Population Forecasts for the Years
1960 and 1970, 1953.

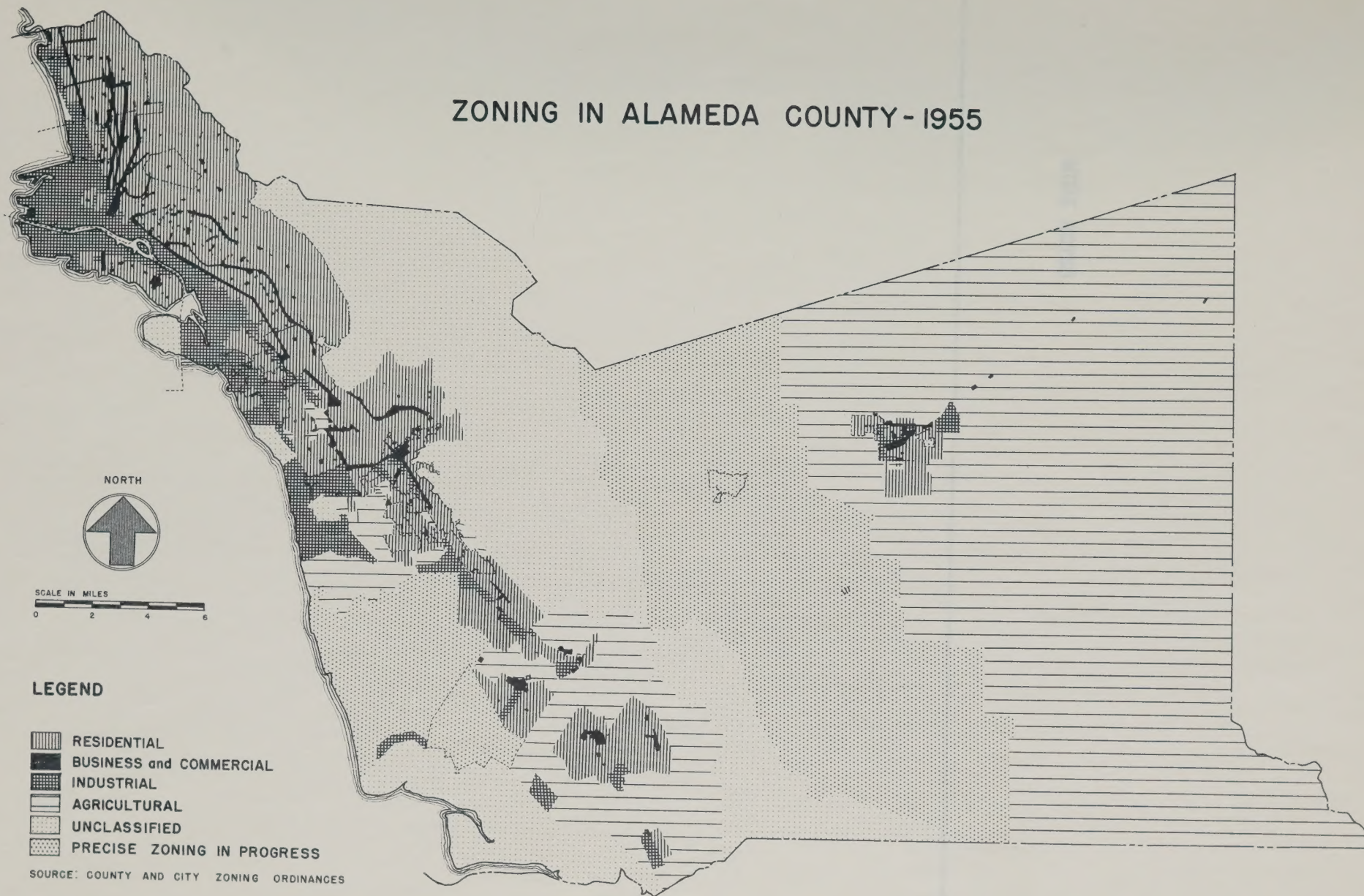
San Francisco Bay Area Rapid Transit Commission, Reports
in connection with the regional planning phase, 1954.

ALAMEDA COUNTY PLANNING STAFF ORGANIZATION



* Collateral Duties

ZONING IN ALAMEDA COUNTY - 1955



WORK NOTES

U.C. BERKELEY LIBRARIES



C124925676

